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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1991

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

SECOND SESSION

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PART 1

Justification of the Budget Estimates

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UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F.Y. 1991

BUREAU OF LAND MANAGEMENT

NOTICE: These budget justifications are prepared for the Interior and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained through the Office of Budget of the Department of the Interior.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

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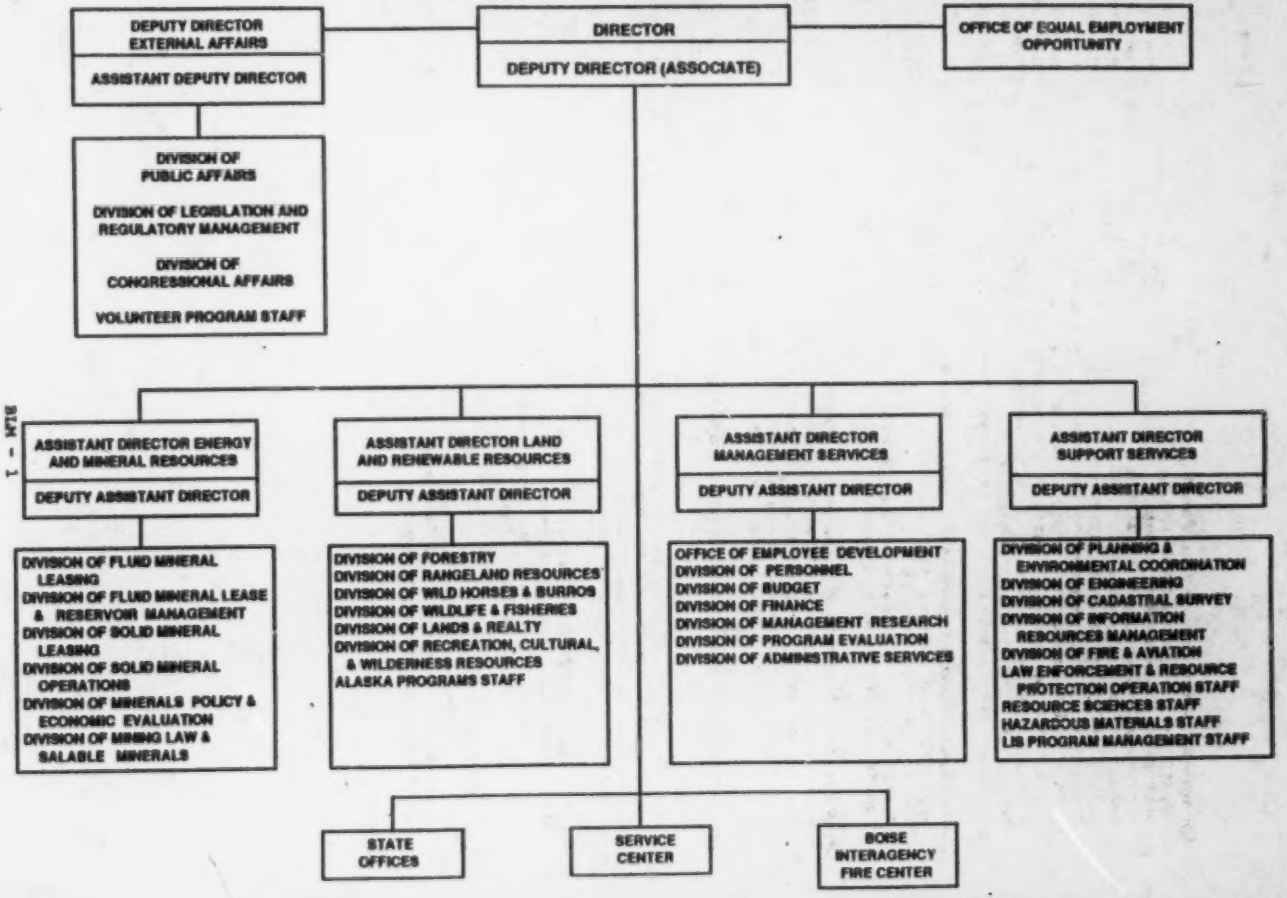
BUREAU OF LAND MANAGEMENT



BLM - 1

Bureau of Land Management
Headquarters and Field Organization

Organization - The programs and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

a) The *Headquarters Office*, consisting of the Bureau Director, Deputy Directors, Assistant Directors, and the staff offices and divisions reporting to them (see organization chart). These offices provide national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the Public Land; maintain contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provide centralized administrative direction and procedures for Bureauwide activities.

b) *State Offices* (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management programs within the States under their jurisdictions, for providing delegated technical and administrative services within their jurisdictions, and for supervising subordinate District Offices.

c) *District Offices* (58), each headed by a District Manager who reports to the State Director, have responsibility for directing program implementation, support operations, land use planning, administrative support, and supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas.

d) *Resource Areas* (140), each headed by an Area Manager who has responsibility for implementing BLM's total on-the-ground, multiple-use management programs for the Public Land in that Resource Area, including user contacts at the local level. All major planning and operational actions affecting the Public Land are handled by this organizational level.

e) Bureauwide support offices (2): the *Service Center* (SC), located in Denver, CO, and headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and the *Boise Interagency Fire Center* (BIFC), headed by the BLM Fire Center Director, provides training, logistical support and aviation management services for the Bureau's fire program.

General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the BLM and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731).

The BLM Mission

The BLM's mission and primary objective is to manage the Public Land and its many resources under the concepts of multiple-use and sustained yield to provide the maximum public benefit from these National resources. BLM's concept of stewardship emphasizes conservation and wise use of these resources, and achieving the optimum combination of balanced and diverse uses which also considers long-term needs of future generations.

BLM is responsible for carrying out the full range of programs for the conservation, development, and management of both surface and mineral resources on approximately 270 million acres of Public Land located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. Also, BLM administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

Multiple-use Stewardship of the Public Land

Because of factors such as the growing population in the western region of the United States, the increasing mobility and leisure time available to many Americans, and the growth of tourism in the economic picture of the western states, the Public Land managed by BLM is rapidly being discovered by more people, becoming more visible on a national level, and is being subjected to more intensive use pressures and conflicts. Additional responsibilities which have been placed on the BLM through recent legislation also reflect the recognition of the Public Land as a valuable resource base needing management and protection. Consequently, these new mandates contribute to the intensified pressures to provide adequate resources to BLM for program management of the Public Land for multiple use. Concurrently, heightened public controversy concerning resource decisions for the Public Land has resulted in lawsuits which often challenge the concept of multiple-use land management.

These trends indicate that a greater investment in the management and protection of the Public Land and its resource values is needed to preserve multiple-use management as a viable land management concept in the future, and to ensure the continuation of proper resource development. Unless a publicly acceptable diversity of land and resource uses can be maintained, future flexibility in resource policy decisions and utilization alternatives for the Public Land will be rapidly foreclosed.

A key element in the Nation's ability to maintain options for future decisions regarding Public Land uses is the BLM's capability to manage these lands and resources adequately, both now and in the future. This means that BLM's programs must be funded at levels which will achieve adequate on-the-ground management, resource analysis, decision-making, and use supervision for the many resources under BLM stewardship. The 1991 Budget seeks to move in this direction for BLM.

The renewable resources of the Public Land are managed by BLM to meet the Nation's needs for domestic sources of food, fiber, timber, and wildlife on a sustained yield basis, and to make significant contributions to national, regional and local economies which depend upon Public Land resources. With respect to nonrenewable resources, such as oil, gas and other minerals, the BLM goal is to provide a secure domestic source of energy and strategically important nonenergy minerals, to encourage orderly and timely development by the private sector, and to obtain fair market value return to the Federal Government. BLM manages the Public Land with these interests in mind as well as with concern for environmental protection, service to the public, and opportunity for public involvement in the development of BLM plans, managerial considerations, and regulations.

The Public Land also provides many opportunities for direct human use and enjoyment through recreational, ecological, historical and cultural, scientific, and other nonconsumptive activities. BLM is responsible for managing nationally significant specially designated areas throughout the West and Alaska, including several National Conservation Areas, one National Recreation Area, numerous Outstanding Natural Areas and National Natural Landmarks, segments of many Wild and Scenic Rivers and National Trails, and components of the National Wilderness Preservation System. In concert with this component of multiple-use, BLM also has the responsibility to manage the public recreational visitor use on these lands, and to enforce Federal laws and regulations governing the use of the Public Land.

1991 Budget Initiatives

The 1991 President's Budget involves BLM directly in activities to implement President Bush's *"America the Beautiful"* Initiative by providing additional funding to BLM for achieving objectives under BLM strategic plans such as *Recreation 2000* and *Fish and Wildlife 2000* as well as land acquisition and construction projects for recreation use and wetlands protection. All *"America the Beautiful"* programs, other than land acquisition, comprise "Legacy 99", a multi-year effort to protect and enhance the natural and cultural resources managed by the Department of the Interior. The 1991 President's Budget also proposes additional funding to BLM for global climate change research, additional emphasis on drug law enforcement, and expanded opportunities for volunteer assistance and private sector partnerships in direct concert with the President's initiative of a "Thousand Points of Light".

The 1991 budget also includes additional funding to BLM to advance Secretary Lujan's complementary *Maintaining Infrastructure - Legacy 99 Initiative* to improve the condition of the Department of the Interior's facilities, and the Secretary's "Excellence in Education" Initiative.

America The Beautiful

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called *"America the Beautiful."* The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Under the Interior Department's portion of the *"America the Beautiful"* program, comprising land acquisition and "Legacy 99", funding is proposed in 1991 for increased BLM land acquisition; BLM recreation resources management and wildlife habitat management programs, including proposed increases in funding over the 1990 adjusted appropriation level; and for certain construction projects that benefit the conservation of these natural resources or enhance recreational opportunities for the public on the Public Land.

If the program is approved by the Congress, the BLM will receive an allocation of funds from the new Departmental *America the Beautiful* account that will allow it to administer these activities at an enhanced funding level in 1991. The following programs will receive a total funding increase of $19.8 million over the 1990 adjusted appropriation level:

Land Acquisition	+ $11.7 million
Management of Lands and Resources (Recreation and Wildlife programs)	+ $ 6.9 million
Construction	+ $ 0.2 million

Within the BLM's multiple-use resource management mix, the foundation for the *"America the Beautiful"* Initiative will be the expanded implementation of two BLM strategic plans - *Recreation 2000* and *Fish and Wildlife 2000*. Through its recreation resource management program, the BLM provides for the enjoyment and use of the Public Land for recreational purposes and protects the natural and cultural resources from indiscriminate human activity, and ensuring a safe, educational and satisfactory recreational experience for the using public. The BLM wildlife habitat management program maintains the fisheries and wildlife habitats and threatened and endangered species protection efforts for this heritage on the Public Land through better protection of fish and wildlife habitats.

Other Administration Initiatives

The 1991 President's Budget includes a volunteers and partnerships initiative to enhance volunteer assistance and to expand partnerships with the varied, voluntary private sector organizations for the benefit of Public Land management, in line with President's "Thousand Points of Light" theme. This initiative will employ a variety of approaches to forming new partnerships, and increasing the number of volunteers and volunteer projects on the Public Land, and proposes an increase of $2.0 million for the BLM.

The global climate change research initiative supports the President's objective of understanding the effects of global climate change on the Nation's varied ecosystems through systematic data collection and analysis. A total increase of $2.4 million is requested for BLM.

In the Mining Law Administration program, the Administration is proposing the establishment of a $100 per claim annual holding fee for each mining claim on Federal land in lieu of the $100 worth of annual assessment work required by the General Mining Law of 1872. This fee will improve the administration of the annual filing requirements under FLPMA as well as benefit natural resources by reducing on-the-ground impacts. In place of the direct appropriation of funds to BLM to administer the mining law program, the funds for operation of the program will be derived from a portion of the holding fee revenue collected. The total amount expected to be available for program operations in 1991 is $19.5 million.

Under the President's "War on Drugs" program, the 1991 President's Budget provides for a continued implementation of the Department's Drug Enforcement Policy and the BLM's multipronged strategy for interdiction of drug activities on the Public Land, and increased funds for an incident reporting system.

Maintaining Infrastructure - Legacy 99 Initiative

The 1991 President's Budget also proposes a major *Maintaining Infrastructure - Legacy 99* Initiative to commemorate the 150th Anniversary of the Department of the Interior, and to leave a legacy of improved conditions at public lands and facilities to the Nation as we enter the 21st Century. This initiative complements the "Legacy 99" component of *"America the Beautiful"*.

With this initiative and the additional funding sought, Secretary Lujan is proposing to begin a stepped-up program to repair and rehabilitate the facilities of the Department, a long-term effort to substantially reduce the backlog of rehabilitation projects, including the repair of unsafe dams and the clean up of hazardous materials, and improved maintenance of facilities. For BLM, an increase of $19.1 million over the 1990 adjusted appropriation level is being requested for additional maintenance of buildings, recreation sites, roads, and signing on the Public Land; and for studies and clean-up actions by the hazardous materials program.

Excellence in Education

This initiative, **Excellence in Education**, supports the President's goal of raising the standard of education in America. The Department has a variety of non-Indian education programs for the general public regarding the Nation's natural resources. For BLM, a total of $2.4 million is being proposed for this excellence in education effort, an increase of $1.4 million over the base for expansion of the Resource Apprenticeship Program for Students, expanding the Historically Black Colleges and Universities program, and for increasing BLM's ongoing environmental education and multiple-use resource education efforts, all of which expose young people, including disadvantaged youth, to various aspects of natural resources management.

PILT

The 1991 President's Budget continues to provide $105 million for the **Payments In Lieu of Taxes (PILT)** program, the same level as 1990 enacted appropriations, to make payments to local governments which contain certain areas of tax-exempt Federal lands.

Oregon and California (O&C) Grand Lands

The 1991 Budget continues efforts in the "Oregon and California (O&C) Grant Lands" appropriation directed toward improving multiple-use management of these extremely valuable timber lands in western Oregon, and to address the critical and highly controversial issues related to the management of the old growth timber stands and other significant resources such as wildlife habitat.

Other BLM Initiatives

In addition to the major initiatives discussed above, the 1991 Budget includes major requests for funding increases to support multiple-use management objectives in the following programs:

For the **Range Management, and Soil-Water-Air Management programs**, a total increase of $1.6 million which will directly lead to the improvement of both riparian areas and upland ranges. **Riparian areas are emphasized in these programs and in the wildlife program** because even though these areas constitute only a small portion of the Public Land, they can be among the most productive for vegetation to meet streamside and soil stabilization, increased water flow, and improved wildlife habitat objectives through proper management.

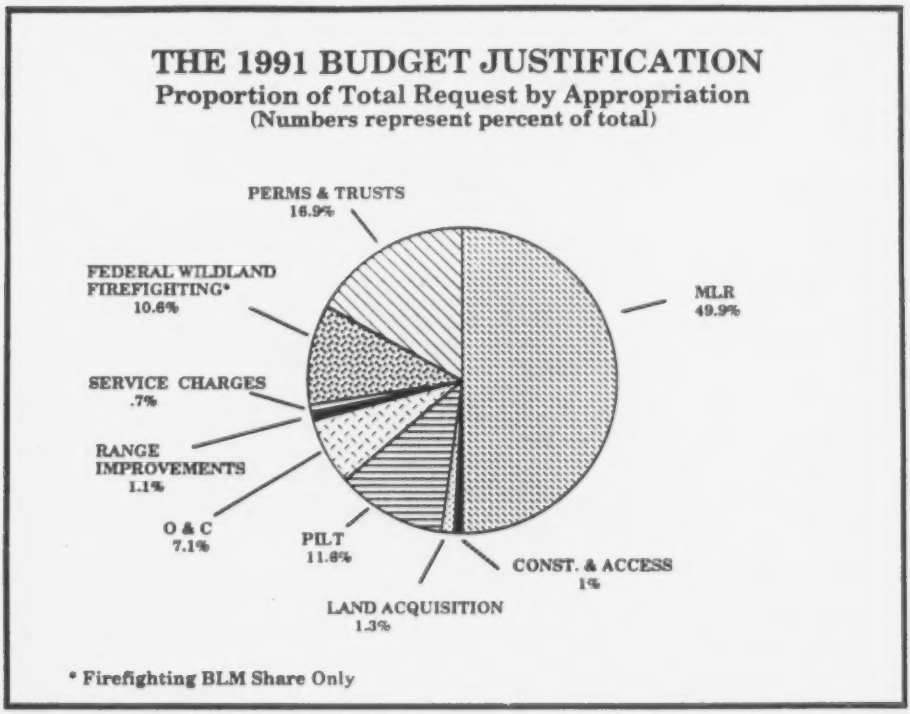
The Automated Lands and Minerals Records System (ALMRS) will receive a net increase of $3 million to a total proposed 1991 level of $26 million to permit the BLM to proceed with the development and implementation of this important records automation effort, which serves the public, industry, and local governments as well as BLM and other Federal agencies.

For **Cultural Resources Management**, an increase of $1.5 million is proposed for additional management and protection of some of the most valuable and vulnerable cultural resource properties on the Public Land.

Summary of 1991 Budget Estimate

The 1991 Budget Estimate for the BLM is $989.0 million and 11,426 FTE under Current Law. The 1991 Estimate includes $833.1 million requested for appropriations to be currently enacted, a decrease of $145.5 million from the 1990 Adjusted Appropriation, which is mostly the result of having funds for repayment of prior year fire costs included in the 1990 Appropriation. The 1991 Estimate includes $165.6 million and 1,933 FTE for the Federal Wildland Firefighting account which provides for fire program funding on all Department of the Interior administered lands. Over $30 million of one-time O & C Grant Lands "excess receipts" amounts were also included in the 1990 Appropriation. If these one-time items are eliminated from the comparison, the 1991 Estimate for current appropriations is an increase of $28.8 million over the comparable 1990 funding.

The Budget Estimate also includes $155.9 million for Permanent Appropriations and Trust Fund accounts, a decrease of $132.0 million from the 1990 Adjusted Appropriation. The 1990 level includes the one-time appropriation of $150.8 million to fund the Cook Inlet Region, Inc. (CIRI) property account. Without this one-time item, the 1991 Estimate is an increase of $18.8 million over the comparable 1990 estimate.



In addition to the appropriations requested under Current Law, the 1991 President's Budget proposes the establishment of a Departmentwide *"America the Beautiful"* account as part of the President's *America the Beautiful* Initiative and proposed legislation. Under the proposed legislation, funding for the BLM's current Recreation Resources Management and Wildlife Habitat Management programs would be transferred from the BLM's "Management of Lands and Resources" appropriation to the new Departmentwide account. Also, the BLM "Land Acquisition" account and part of the BLM "Construction" account would be funded from the Department's *"America the Beautiful"* account. The BLM would receive an allocation of funds from the Department account to operate these programs on the Public Land. Under the proposed law portion of the 1991 President's Budget, these programs would also receive a total increase of $18.8 million in the *"America the Beautiful"* account, and these additional funds would also be allocated to BLM. These changes are indicated under the "Proposed Law" portions of the following tables.

Including the requested increase of $18.8 million for the *"America the Beautiful"* items, the total funding for BLM in the 1991 Estimate is $1,007.8 million, an increase of $66.4 million (+ 7%) over the comparable 1990 funding level.

Details for each BLM appropriation account are found on the following table:

Comparison of the 1991 Estimate with the 1990 adjusted appropriations:

(dollars in thousands)

Appropriation		1990 Adjusted Approp.	1991 Estimate	Inc. (+) or Dec. (-)
Current Law:				
Management of Lands and Resources	$	435,914	459,464	+23,550
	(FTE)	(7,579)	(7,416)	(-163)
Construction and Access	$	5,882	8,683	+2,801
	(FTE)	(40)	(40)	(---)
Payments In-Lieu of Taxes	$	105,000	105,000	---
	(FTE)	(1)	(1)	(---)
Oregon and California Grant Lands	$	94,040	65,536	-28,504
	(FTE)	(1,330)	(1,218)	(-112)
Land Acquisition	$	12,556	12,556	---
	(FTE)	(20)	(20)	(---)
Range Improvements	$	9,404	10,188	+784
	(FTE)	(87)	(87)	(---)
Services Charges, Deposits, and Forfeitures (Indefinite)	$	6,000	6,000	---
	(FTE)	(83)	(83)	(---)
Miscellaneous Trust Funds (Current, Indefinite)	$	99	100	+1
	(FTE)	(20)	(20)	(---)
Federal Wildland Firefighting 1/	$	309,688	165,585	-144,103
	(FTE)	(1,884)	(1,933)	(+49)
Total, Current Appropriations Requested --- Current Law:	$	978,583	833,112	-145,471
	(FTE)	(11,044)	(10,818)	(-226)
Permanents and Trust Funds:				
Special Acquisition of Lands & Minerals (Borrowing Authority)	$	1,300	1,300	---
	(FTE)	(---)	(---)	(---)
Operations and Maintenance of Quarters	$	250	250	---
	(FTE)	(3)	(3)	(---)
Miscellaneous Permanent Appropriations	$	134,933	153,722	+18,789
	(FTE)	(80)	(80)	(---)
Cook Inlet Region, Inc. (CIRI) Property Account	$	150,825	---	-150,825
	(FTE)	(---)	(---)	(---)
Miscellaneous Trust Funds (Permanent)	$	600	600	---
	(FTE)	(28)	(28)	(---)
Total, Permanents & Trusts	$	287,908	155,872	-132,036
	(FTE)	(111)	(111)	(---)
Reimbursements and Other Accounts	(FTE)	(193)	(468)	(+275)
Budget Authority, Total BLM --- Current Law:	$	1,266,491	988,984	-277,507
	(FTE)	(11,348)	(11,397)	(+49)

1/ Firefighting Account includes $ and FTE for BLM, BIA, NPS, and FWS.

Comparison of the 1991 Estimate with Current Law and the 1990 levels:

(dollars in thousands)

Proposed Law:

America the Beautiful		[Current Law]	[Total Amount]	[Change from 1/ Current Law]
Allocation from Dept's "America the Beautiful" (ATB)	account			
To: [Management of Lands and Resources]	$	[36,619]	[43,539]	[+6,920]
	(FTE)	[(681)]	[(774)]	[(+93)]
To: [Construction and Access]	$	[1,238]	[1,445]	[+207]
	(FTE)	[(---)]	[(---)]	[(---)]
To: [Land Acquisition]	$	[12,556]	[24,278]	[+11,722]
	(FTE)	[(20)]	[(30)]	[(+10)]
Total Requested for BLM--*Proposed Law*:	$	[50,413]	[69,262]	[+18,849]
	(FTE)	[(701)]	[(804)]	[(+103)]

Total BLM Amounts (incl. ATB allocations) requested under Proposed Law:		1990 Adjusted	1991 Estimate	Inc (+) or Dec. (-)
[Management of Lands and Resources	$	435,914	466,384	+30,470
	(FTE)	(7,579)	(7,509)	(-70)]
[Construction and and Access	$	5,882	8,890	+3,008
	(FTE)	(40)	(40)	(---)]
[Land Acquisition	$	12,556	24,278	+11,722
	(FTE)	(20)	(30)	(+10)]
Other Current Accounts	$	524,231	352,409	-171,822
	(FTE)	(3,405)	(3,342)	(-63)
[Total, Current Appropriations plus "ATB" allocations requested---*Proposed Law*:	$	978,583	851,961	-126,622
	(FTE)	(11,044)	(10,921)	(-123)]
Total, Permanents, Trusts, and Reimbursements 2/	$	287,908	155,872	-132,036
	(FTE)	(304)	(599)	(+295)
[Budget Authority + ATB, Total BLM ---*Proposed Law*:	$	1,266,491	1,007,833	-258,658
	(FTE)	(11,348)	(11,500)	(+152)]

1/ The amounts in Brackets [] represent proposed law.

2/ Only FTE are included for Reimbursements; no dollars are represented.

RECEIPTS

In 1991, BLM will collect an estimated $473.8 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and other miscellaneous sources. In addition, BLM activities contribute directly toward the generation of more than $1 billion in receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These receipts are accounted for and disbursed by the Minerals Management Service).

RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the BLM in 1987, 1988 and 1989 and the estimated receipts for 1990 and 1991, by source.

(dollars in thousands)

	1987 Actual	1988 Actual	1989 Actual	1990 Estimate	1991 Estimate
Sales, Public Land and Materials	$ 8,289	$ 6,349	$ 15,192	$ 22,000	$ 22,000
Noncompetitive Filing Fees	16,619	6,573	0	1,500	1,500
Registration and Misc. Filing Fees	1,676	2,621	2,560	950	950
Mineral Leasing 1/	1,579	399	801	900	900
Grazing Fees	14,449	16,321	17,821	18,955	18,826
Timber Sales	152,782	241,008	253,281	272,000	314,300
Recreation Use Fees	1,028	1,143 2/	1,413	1,300	1,400
Miscellaneous Receipts, Services Charges & Fees	26,662	25,125	24,013	16,960	114,260 3/
Total	$223,084	$299,539	$315,151	$334,565	$473,836

1/ Most collection functions were transferred to Minerals Management Service in 1984. The BLM continues to collect rental fees for oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act.

2/ Approximately $206 thousand of this amount was collected and deposited into the old LWCF account and the balance into the new recreation receipts account established by the Omnibus Budget Reconciliation Act of 1987. (See discussion of recreation receipts).

3/ Includes estimated total of $97.5 million in receipts from "mining claim holding fees" to be collected under proposed legislation. This includes an estimated $78.0 million of receipts net to Treasury, $7.5 million for reimbursement to BLM for processing the holding fees and $12.0 million to be used by BLM for administration of the Mining Law Program.

Receipts by Source -- Descriptions

1. **Sale of Public Lands and Materials** - This category includes receipts from the sale of public lands and materials with the following exceptions:

   a. sale of timber from the public domain;

   b. sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) lands;

   c. sale of lands and materials from Land Utilization (LU) project lands;

   d. sale of lands and materials from Reclamation lands (reserved or withdrawn); and

   e. sale of townsites and reclamation projects.

2. **Noncompetitive Filing Fees** - An estimated $1.5 million per year in noncompetitive filing fees will be collected in 1990 and 1991. These fees result from issuing leases "over-the-counter" that are not leased when offered competitively. This method of leasing was specified in the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (Sec. 5101, P.L. 100-203).

3. **Registration and Filing Fees** - This category includes fees received for filing or recording documents; charges for registration of individuals, firms or products; and requests for approval of transfer of leases or permits of interest. Based on historical data, approximately $1,700,000 in registration fees has been collected annually, including $750,000 (based on 1989 Estimates), attributed to collections for administration of the mining laws. Beginning with 1990, the total estimated collections were reduced to $950,000 because the FY 1989 Interior Department Appropriations Act included a provision that permanently provided that all receipts from processing activities associated with the General Mining Laws shall be available to BLM as reimbursement for program operations. The mining law related fees are estimated to be $5.5 million in 1990, however, these fees are not included in the receipts calculations because they are direct reimbursement to the BLM "Management of Lands and Resources" appropriation.

4. **Mineral Leasing** - This category involves receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on Public Land and acquired lands administered under the Mineral Leasing Act (MLA) and the Acquired Lands Leasing Act. The Minerals Management Service (MMS) assumed responsibility for collection and distribution of most mineral leasing royalty and rental receipts in 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing, but deposits these receipts directly into MMS accounts. The BLM also collects rental fees for oil and gas pipeline rights-of-ways associated with lands leased under the MLA.

5. **Grazing Fees** - From 1978 through 1985 grazing fees were based on a formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The statutory authority for this formula expired on December 31, 1985. On February 14, 1986, the President issued Executive Order (EO) 12548 directing the use of the PRIA formula which includes forage value index, private lands lease rates, beef cattle prices and the price paid to ranchers for finished beef cattle, and also provides that the fee shall not be less than $1.35 per animal unit month. Based on the EO, the fee for 1986 and 1987 was $1.35 per AUM.

Regulations were published on February 2, 1988 which established rulemaking processes for and provided notice of the grazing fee beginning March 1, 1988 and the future. These regulations continue the grazing fee formula established by the Public Rangelands Improvement Act (PRIA) and EO 12548. Based on this formula, the fee for 1988 was $1.54 per AUM, 1989 was $1.86 per AUM and the fee beginning March 1, 1990 will be $1.81 per AUM.

The 1991 receipt estimate is based on a continuation of the $1.81 per AUM fee.

Grazing fees are collected into the following accounts:

a. **Receipts from Land Utilization (LU) Lands, BLM.** Includes receipts from mineral leasing and for grazing livestock on LU project lands which were acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by EOs 10787 and 10890 for administration by BLM under Section 15 of the Taylor Grazing Act (TGA). Total fees from this source constitute approximately 10 to 12 percent of total grazing receipts.

b. **Receipts from Grazing, etc., Public Land Outside of Grazing Districts, BLM.** Includes receipts collected from users of grazing lands outside BLM grazing districts:

   - Receipts from Public Land leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 and LU lands transferred to the Department of the Interior by EOs 10046, 10234, and 10322 to be administered according to section 15 of TGA;
   - Receipts collected by other agencies under cooperative agreements; and
   - Crossing fees and trespass collections for Section 15 lands. Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by EOs 10787 and 10890 and receipts covered by other laws.

   Fees from this source constitute about 12 to 13 percent of total grazing receipts.

c. **Receipts from Grazing, etc., Public Land Within Grazing Districts, BLM.** Includes grazing receipts from Public Land within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EOs 10787 and 10890, and crossing fees and trespass collections from Section 3 lands. Fees from this source constitute about 75 to 78 percent of total grazing receipts.

   Fifty percent of all grazing receipts collected from Public Land administered under the Taylor Grazing Act, and all receipts from LU lands under BLM jurisdiction are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act and PRIA, when appropriated by Congress, these funds are available until expended for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected in the previous fiscal year.

6. **Timber Sales** - Included are receipts from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road Lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, such as housing construction, and legislative and administrative factors.

TIMBER RECEIPTS 1987-91

(dollars in thousands)

	Actual			Estimate	
	1987	1988	1989	1990	1991
Oregon and California Grant Lands	$136,844	$217,740	$219,822	$243,800	$282,200
Coos Bay Wagon Road Lands	4,906	9,453	15,163	10,800	12,400
Public Domain (incl. western Oregon)	11,032	13,815	18,296	17,400	19,700
Total	$152,782	$241,008	$253,281	$272,000	$314,300

The higher level of receipt estimates for 1990 and 1991 reflects a continued high levels of timber harvesting which exceeds the sale offering level. This high harvest level results in a declining "reserve" of sold but unharvested timber which subsequently results in an escalation of the sale value of timber. The continuation of the controversies associated with the issues of "old-growth" and spotted owls has resulted in a reduction of the available timber to be offered; however, it is estimated that the shortage of timber volume will contribute significantly to increasing the price of timber sold, thereby increasing the total receipts. The high harvest levels are also due to the continued salvage harvesting of the fire damaged timber, the continued accelerated cutting of "buy-out" timber due to strong market conditions as well as the uncertainties of the future timber supply due to the potential listing of the spotted owl as "threatened".

7. **Recreation Use Fees** - Recreation use fees are collected primarily from competitive events, commercial recreation users, such as off-road vehicle (ORV) events and river rafting outfitters, and from camping at developed facilities. The increase in receipts beginning in 1986 resulted from higher fees charged to permittees, resulting from the phase-in of regulations in 43 CFR, Part 8370, and from increased recreation use. As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203), receipts from recreation fees are deposited into a special BLM account and are available for appropriation to BLM to assist in covering management and maintenance costs. The funds are appropriated to BLM as part of the "Management of Lands and Resources" account. Prior to December 22, 1987, recreation user fees were deposited in the Land and Water Conservation Fund and were not available for appropriation to the BLM.

8. **Miscellaneous Receipts - There are six major categories of miscellaneous receipts not otherwise classified:**

   a. Rent of land (for commercial, industrial and residential purposes);

   b. Revenues from special program services such as road maintenance and use fees, rights-of-way application processing fees, wild horse and burro fees collected from adopters; fees charged to timber sale purchasers when BLM performs work required by the contract, and copy fees;

   c. Fines, penalties and bond forfeitures;

   d. Annual rentals from rights-of-way permits;

   e. Contributions; and

   f. Holding Fees for mining claims. Appropriation language to authorize this collection of revenue is included in the proposed Administrative Provisions of BLM's 1991 Appropriation language. The amount estimated for collection ($97.5 million) is based upon an estimate of $100.00 per mining claim. For additional detail refer to the Administrative Provisions section of the 1991 Justification.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1989 (Actual)

State	Mineral Leases and Permits 1/	Grazing Receipts Grazing Districts Outside	Grazing Receipts Grazing Districts Inside	Sale of Public Land and Materials	Other	Total
Alabama	---	---	---	57	---	57
Alaska	837,459	---	---	2,562	---	840,021
Arizona	10,097	93,554	85,351	20,628	---	209,630
California	14,728	115,067	18,364	101,388	---	249,547
Colorado	1,556	22,125	71,968	10,032	---	105,681
Idaho	1,264	25,860	175,970	29,563	---	232,657
Kansas	---	97	---	---	---	97
Minnesota	---	---	---	524	---	524
Mississippi	---	---	---	8	---	8
Missouri	---	---	---	274	---	274
Montana	2,598	106,652	120,134	16,710	427,909	674,003
Nebraska	---	513	---	1,285	---	1,798
Nevada	576	21,379	306,373	345,984 2/	---	674,312
New Mexico	159,487	172,818	259,805	24,565	11,398	628,073
North Dakota	307	7,260	---	423	---	7,990
Oklahoma	5,651 3/	111	---	452		6,214
Oregon	798	36,438	154,557	468,127	109,850,143 4/	110,510,063
South Dakota	98	53,848	---	218	---	54,164
Utah	11,726	254	170,874	31,599	4,165	218,618
Washington	---	19,373	---	9,706	---	29,079
Wisconsin	---	---	---	240	---	240
Wyoming	---	344,163	188,660	39,215	---	572,038
TOTAL	1,046,345	1,016,512	1,552,056	1,103,560	110,296,597	115,015,088

1/ The BLM continues to make payments on receipts from the National Petroleum Reserve - Alaska and other minor categories of mineral receipts even though Minerals Management Service has primary responsibility for mineral receipts collections.

2/ Includes $257,329 for Burton-Santini Land Sales.

3/ Includes $5,639 for Oklahoma Royalties

4/ Includes $108.8 million from O&C Grant Lands and $980,140 from Coos Bay Wagon Road timber receipts.

Appropriation Summary Statement

Appropriation: Management of Lands and Resources

The *Management of Lands and Resources (MLR)* appropriation, the largest of BLM's operating appropriations, funds a variety of activities essential to the development, management, and protection of the Public Land and resources (both surface and mineral) under the BLM's stewardship. These activities include energy and minerals management, lands and realty management, renewable resources management, resource management planning, information and resources data systems, resource protection and maintenance, emergency operations, and general administration.

1. *Energy and Minerals Management* involves the leasing and supervision, including the assessment of environmental impacts of proposed minerals development and the implementation of measures to mitigate any adverse environmental effects, of Federal and Indian oil and gas, coal, nonenergy minerals, geothermal, and oil shale resources; the administration of laws relating to mining on the Public Land; and the sale of mineral materials.

A. **Oil and Gas.** The BLM is responsible for management of 80,000 Federal oil and gas leases (19,000 producing) on 70 million acres and 9,000 Indian leases (3,800 producing). The program includes leasing and operations activities of oil and gas resources onshore, including resource evaluation, post-lease supervision and inspection and enforcement, lease adjustments, drainage detection, diligent development reviews of Indian mineral leases, and environmental assessment of oil and gas activities. The 1991 program emphasizes intensification of BLM's inspection and enforcement efforts on sensitive leases, and additional drainage detection reviews.

B. **Coal Management.** This program provides for leasing and management of about 33 percent of all coal resources in the United States. The major emphasis of the BLM program is on the active supervision of existing leases and producing operations through lease readjustments, diligent development reviews, inspection, enforcement and production verification.

C. **Mining Law Administration.** BLM is responsible for administering the laws relating to mining of hardrock minerals on the Public Land including the recordation of mining claims, environmental assessment and surface management compliance of ongoing mining activities, issuance of mineral patents, and other functions relating to mining activity on the Public Land. The 1991 program includes an Administration initiative to institute an annual holding fee of $100 per claim on Federall lands, in lieu of the current requirement under the General Mining Law of 1872 for the accomplishment and recordation of $100 worth of annual assessment work per claim. The proposal would also provide that the funding for the management of the Mining Law Administration program (in lieu of the amount direct appropriation) and for the administration of the collection and processing of the fees would be derived from a portion of the holding fee revenue.

D. **Other Minerals Resources Management.** BLM provides for leasing and supervision of certain other mineral resources such as potash, phosphate, geothermal, uranium, oil shale, and other leasable minerals on Public, Acquired and Indian lands; and for the management and sale of common Sariety minerals such as sand and gravel.

2. *Lands and Realty Management* programs provide the basic and fundamental lands and realty actions needed to support ongoing BLM and other agency land management programs as well as providing realty services affecting the Public Land to the public, industry, and state and local agencies.

A. **Lands, Realty and Rights-of-Way Management** includes the basic function of providing lands, realty and rights-of-way services to the public, State and local governments, and other Federal agencies. These services include authorizing land uses, authorizing rights-of-way, adjusting land tenure, operating and maintaining the existing manual system of official Public Land records and responding to public inquiries about Public Land status, use and availability. This program also involves the review, revocation, and processing of withdrawal and classification actions for Public Land. The 1991 program includes increases for additional exchanges in support of *Recreation 2000*.

B. **Alaska Lands.** BLM is responsible for conducting the special lands and realty functions for Federal Lands in the State of Alaska. This includes the continuation of transferring land title of large acreages to the State of Alaska and Native corporations, processing Native allotments, land exchanges, use authorizations and performing easement management.

3. *Renewable Resources Management* involves forest management; wild horse and burro management; rangeland management; soil, water and air management; wildlife and fisheries habitat management; and recreation management. These activities provide for the development, utilization, protection, and sustained yield management of the natural resources on the Public Land.

A. **Forest Management** provides for the management, development, and protection of approximately 1.8 million acres of public domain commercial forest land outside of western Oregon and about 20.5 million acres of woodlands. In 1991 the major emphasis continues to be the effort to improve the cost-effectiveness of the program. The output objectives in 1991 include the offering of 60 million board feet of timber sales, issuing 42,000 minor forest product permits, and reforestation of 2,300 acres.

B. **Wild Horse and Burro Management** ensures maintaining viable populations of healthy, free-roaming wild horses and burros in balance with available Public Land resources. At the 1991 program level the end-of-year population of wild horses and burros on the Public Land will be approximately 49,700 animals. The BLM will continue use of the regular Adopt-A-Horse program and plans to place 6,100 animals through adoption.

C. **Rangeland Management** provides for the orderly management and administration of the rangeland resources of the Public Land, including livestock grazing, under the principles of multiple-use and sustained yield, and consistent with appropriate livestock grazing management practices. The 1991 program increase emphasizes additional rangeland monitoring studies and the preparation and implementation of additional cooperative Allotment Management Plans to improve range condition on riparian areas and critical uplands.

D. **Soil, Water, and Air Management** includes functions such as soil surveys; improving water quality through land treatment or development of facilities; implementing management practices which enhance riparian areas; maintaining watershed management structures and facilities; documenting and applying for water rights for Public Land uses; and gathering soil, water and air quality data necessary to make resource management decisions. The 1991 program emphasizes increases in research to predict and understand the effects of land management on global climate change, increases to implement the BLM's riparian management strategy and preservation of wetlands, and efforts to identify and control nonpoint source pollution from Public Land watersheds.

E. **Wildlife Habitat Management** incorporates the previously described *America the Beautiful* initiative and both the current funding and proposed increases for this program are included in the initiative. The wildlife program includes BLM efforts for the protection, management, and improvement of fish and wildlife habitats for all species totally or partially dependent on the Public Land for food and shelter; cooperative management with other Federal and State wildlife agencies responsible for species management; and for the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. The 1991 program implements the objectives of the BLM's *Fish and Wildlife 2000* strategic plan and proposes increases for threatened and endangered species management, wetlands, fisheries habitat, challenge cost share, and critical habitat area management.

F. **Recreation Management** includes the activities that allow the use of the Public Land for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic, archaeological, and paleontological sites; and wilderness management.

(1) **Cultural Resources Management** focuses on protection, and management of cultural and paleontological resources on the Public Land. Emphasis in 1991 will be on increased protection of valuable and critically threatened cultural resources, implementation of the ARPA Amendments Act provisions of inventory and protection through public awareness, and physical protection measures at high priority sites.

(2) **Wilderness Management** includes management of wilderness study areas and designated wilderness areas as well as completing BLM recommendations for wilderness designation during 1991.

(3) **Recreation Resources Management** incorporates the previously described *America the Beautiful* initiative and both the current funding and proposed increases for this program are included in the initiative. The program focuses on steps to implement the BLM's strategic plan, *Recreation 2000*, to manage areas where recreation use is heavily concentrated, and facilitate extensive recreational use on the Public Land. Emphasis in 1991 will be on increased visitor services, resource protection, use management, plan preparation, and fee collection in intensively used areas, including National Conservation Areas, wild and scenic rivers, trails, off-road vehicle areas, and recreational resources in BLM Special Areas. BLM will also facilitate additional use of volunteer efforts.

4. *Resource Management Planning* provides for the development of resource management plans to provide a basis for decisions on energy and mineral production, renewable resources management, lands and realty actions, and wilderness studies, as well as to resolve conflicts involving other natural and cultural resources as well as environmental protection needs.

5. *Information and Resource Data Management* provides for the development of the BLM automated systems to support the management of the Public Land, and other Federal lands, and resources for which the BLM has responsibility or involvement, including the Automated Land and Mineral Records System (ALMRS); and for management of existing ADP and data information systems, and technical support to field offices.

A. **Information Systems Operation and Management** supports all aspects of the BLM's programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data. Emphasis in 1991 is on providing modernization of BLM automated systems.

B. **Resource Data Acquisition and Management** provides for the development and management of systems for the automation of data to provide field managers with information to use for better and more informed decision making. In addition, the Bureau's use of the closely related mapping sciences fields of photogrammetry, base mapping, and remote sensing technology are supported in both manual and automated modes.

C. **Automated Land and Mineral Record System (ALMRS)** provides for the continued development, data automation, testing, and implementation of the BLM's automated records system to serve the public, industry, local government and other Federal agencies' uses as well as BLM objectives.

6. ***Resource Protection and Maintenance*** includes cadastral surveying in both Alaska and the Lower 48 States; resource protection and law enforcement; facilities maintenance for buildings, roads, and recreation sites; and hazardous materials management on Public Land.

A. **Alaska Cadastral Surveys** are land boundary determinations performed to identify Federal lands as well as lands selected by the State for transfer under the Alaska Statehood Act, by Native corporations under ANCSA, Native allotments, land entitlements under the Alaska Native Claims Settlement Act, and other laws.

B. **Other States Cadastral Surveys** identify and monument Federal land boundaries and legal property descriptions which are prerequisite to all resource management activities and decisions. Primarily, this involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis is placed on the highest priority surveys needed in support of energy and minerals development, forestry, and realty program actions. In 1991 additional emphasis will be needed to identify boundaries of newly designated wild and scenic river segments.

C. **Resource Protection and Law Enforcement** provides for the enforcement of laws and regulations governing the protection of the Public Land through Bureau law enforcement personnel, including rangers, and cooperative agreements with State, local, and Federal law enforcement agencies. Emphasis is continuing on the implementation of the Departmental Drug Enforcement Policy, through cannabis eradication and enforcement actions to suppress manufacturing, possession, and distribution of illegal drugs on the Public Land. In 1991, additional efforts will be placed on implementing an interagency incident reporting system and drug law enforcement efforts.

D. **Facilities Maintenance** provides essential maintenance and engineering services in support of Bureau programs. Maintenance includes the care, upkeep, and protection of the investment in BLM buildings, roads, trails, and recreation sites. The 1991 program emphasizes additional maintenance of BLM facilities under the Secretary's *Maintaining Infrastructure - Legacy 99* initiative, the *Recreation 2000* initiative, and to protect the health, safety, and capital investments of BLM facilities.

E. **Hazardous Materials** provides for the identification, evaluation, and cleanup of hazardous materials sites on the Public Land. Emphasis in 1991 will be on conducting additional landfill audits and assessments, and monitoring of remediation efforts on several sites.

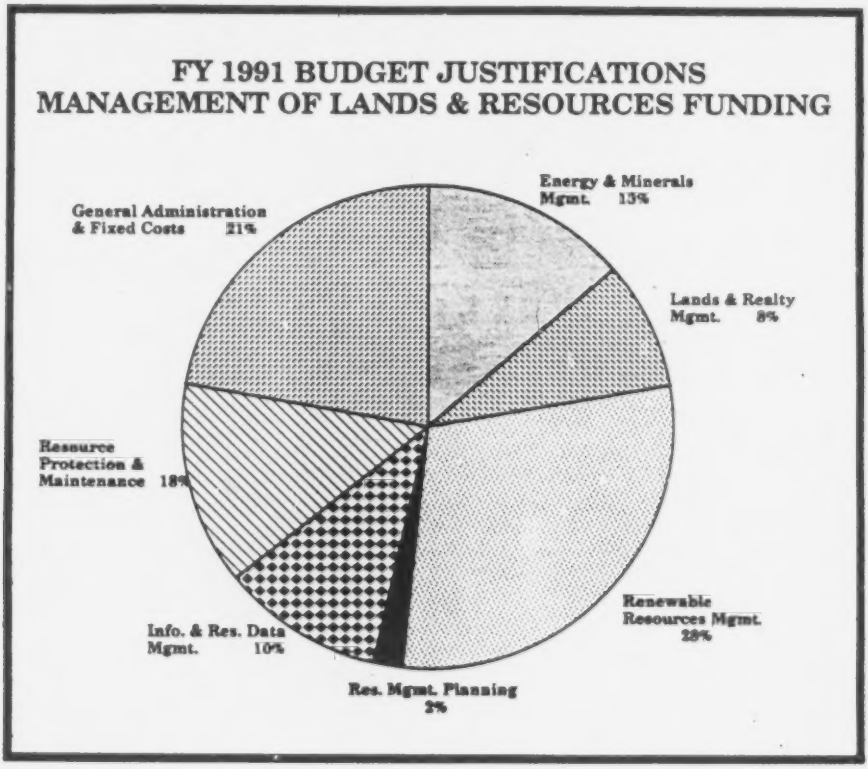
7. ***Emergency Operations*** includes emergency damage repair of facilities damaged or destroyed by fire or natural disaster, and support to control outbreaks of pests such as grasshoppers on the Public Land.

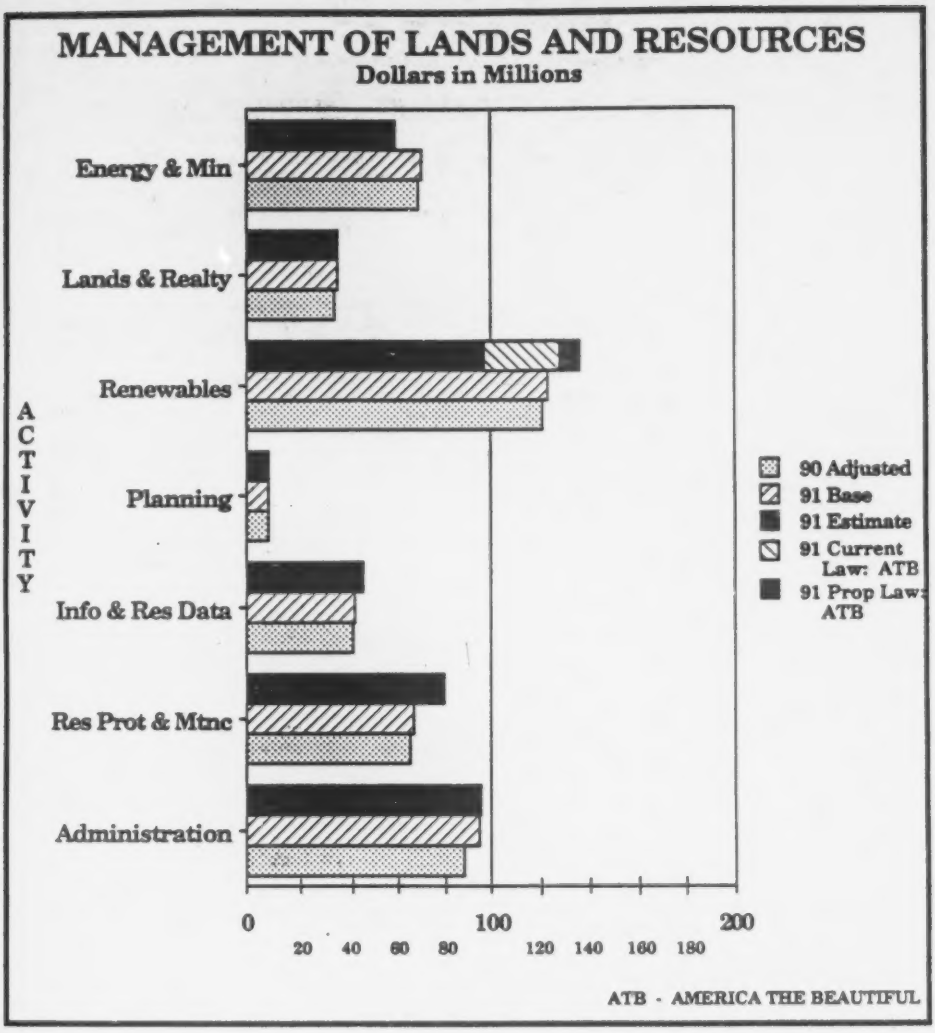
A. **Emergency Damage Repair** provides for the emergency reconstruction, replacement, or repair of aircraft, bridges, buildings, roads or other facilities damaged or destroyed by fire, flood or storm using the emergency authority provided in Section 101 of the annual Interior Appropriations Act.

B. **Grasshopper and Mormon Cricket Control** provides for action should severe outbreaks of infestations occur that would require control work on Public Land.

8. *General Administration* includes the BLM's executive and managerial direction costs, the equal employment opportunity program, aviation management program, and Bureauwide general administrative support services, including external affairs and public information services. Additionally, certain significant Bureauwide Fixed Costs such as office space leasing, postage, communications, unemployment and injured workers compensation, etc., are also funded under General Administration.

In 1991, additional emphasis will be placed on implementing the Secretary's "Excellence in Education" initiative particularly at Historically Black College and Universities and additional programs for young people including Alaska Native youth to become involved in natural resources management education and careers.


FY 1991 BUDGET JUSTIFICATIONS
MANAGEMENT OF LANDS & RESOURCES FUNDING
Energy & Minerals Mgmt. 13%
Lands & Realty Mgmt. 8%
Renewable Resources Mgmt. 28%
Res. Mgmt. Planning 2%
Info. & Res. Data Mgmt. 10%
Resource Protection & Maintenance 18%
General Administration & Fixed Costs 21%


MANAGEMENT OF LANDS AND RESOURCES
Dollars in Millions
Energy & Min
Lands & Realty
Renewables
Planning
Info & Res Data
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Administration
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200
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90 Adjusted
91 Base
91 Estimate
91 Current Law: ATB
91 Prop Law: ATB
ATB - AMERICA THE BEAUTIFUL

Appropriation Language Sheet

Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$442,084,000] *$459,464,000*, of which the following amounts shall remain available until expended: not to exceed $1,200,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), [$22,903,000] *and $26,000,000* for the Automated Land and Mineral Record System Project; [: *Provided*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors.]; *and in addition, $12,000,000 for Mining Law Administration program operations to remain available through September 30, 1991, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: Provided, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1991 so as to result in a final fiscal year 1991 appropriation estimated at not more than $459,464,000; Provided further, That in addition to funds otherwise available, not to exceed $7,500,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.*

(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181, 1701 et seq., and 1901 et seq.; 78 Stat. 986; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Management of Land and Resources

1. Deletion: [*Provided*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors]

Based on public comments received in 1987 and 1988 on the proposal to establish procedures for the destruction of healthy, unadoptable animals, the BLM decided in 1988 against any form of destruction of healthy animals. Consequently, existing BLM policy forbids destruction of healthy animals which the BLM is committed to continue, and thus alleviates the need for this language.

2. Addition: *and in addition, $12,000,000 for Mining Law Administration program operations to remain available through September 30, 1991, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: Provided, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1991 so as to result in a final fiscal year 1991 appropriation estimated at not more than $459,464,000; Provided further, That in addition to funds otherwise available, not to exceed $7,500,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.*

This provision establishes annual mining claim holding fees as the funding mechanism for the Mining Law Administration Program in lieu of the current direct appropriation. It allows the BLM to be credited with $12,000,000 in advance of actual collections to enable the Bureau to continue its program responsibilities in the mining claim recordation, mineral patent examination, determination of validity, inspection and enforcement of mining operations, and other actions taken to administer the General Mining Laws and protect the Public Land. As holding fees are collected, the $12,000,000 will be reduced as the fees are received during 1991 and credited toward this appropriation to result in a final 1991 Appropriation of not more than $459,464,000. This provision also provides the BLM with an annual amount not more than $7,500,000 for the costs of administering the mining claim holding fees, including collection, processing, recordation and adjudication of claim filing requirement of FLPMA and the Mining Laws. This amount, not to exceed $7,500,000 will be available until expended.

Language to authorize the holding fee is included as proposed language in the Bureau's Administrative Provisions.

Appropriation Language Citations

Appropriation: Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$442,084,000] ***$459,464,000***, of which the following amounts shall remain available until expended: not to exceed $1,200,000 to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), [$22,903,000] ***and $26,000,000*** for the Automated Land and Mineral Record System Project; *[* Provided, *That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors.]:* and in addition, $12,000,000 for Mining Law Administration program operations to remain available through September 30, 1991, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim holding fees: Provided, That the sum herein appropriated shall be reduced as mining claim holding fees are received during fiscal year 1991 so as to result in a final fiscal year 1991 appropriation estimated at not more than $459,464,000; Provided further, That in addition to funds otherwise available, not to exceed $7,500,000 from annual mining claim holding fees shall be credited to this account for the costs of administering the mining claim holding fee program, and shall remain available until expended.

16 U.S.C. 594
30 U.S.C. 181 *et seq.*
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 *et seq.*
43 U.S.C. 1901 *et seq.*
78 Stat. 986

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

30 U.S.C. 181 et seq., the Mineral Leasing Act of 1920, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

30 U.S.C. 351-359, the Mineral Leasing Act for Acquired Lands, provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land of the United States, or in anywise respecting such Public Land, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the Public Land and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the Public Land; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the Taylor Grazing Act of 1934, as amended, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the Public Land, and to improve the public rangelands.

43 U.S.C. 1181 a, b, d-f provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, provides for Public Land being retained in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Land and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Land, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C 1901 et seq., the Public Rangelands Improvement Act of 1978, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple-use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

26-624 O—90——2

SUMMARY OF REQUIREMENTS

(dollars in thousands)

APPROPRIATION: MANAGEMENT OF LANDS AND RESOURCES

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990			7679	443084
REDUCTION PURSUANT TO P.L. 99-177				-6170
ADJUSTED APPROPRIATION, 1990	0	0	7679	436914
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177		6170		
ADJUSTMENT FOR IMPROVED ADMINISTRATIVE EFFICIENCIES		-1988		
ADJUSTMENT FOR STAFFING EFFICIENCIES	-27	-1417		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE		3108		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS		1258		
ADJUSTMENT FOR ONE ADDITIONAL PAY DAY IN FY 1991		1033		
ADJUSTMENT FOR DEPARTMENTAL WORKING CAPITAL FUND		-23		
ADJUSTMENT FOR WORKERS COMPENSATION PAYMENTS		1052		
ADJUSTMENT FOR RENTAL PAYMENTS TO GSA		2526		
ADJUSTMENT FOR FEDERAL FINANCIAL MANAGEMENT SYSTEM		1215		
ADJUSTMENT FOR A DRUG FREE WORKPLACE		134		
ADJUSTMENT FOR MAIL AND POSTAL SERVICE		-200		
TOTAL ADJUSTMENTS TO BASE			-27	12848
1991 BASE BUDGET			7652	449762
Program changes (Changes to base budget, detailed below)			-136	10702
TOTAL REQUIREMENTS (1991 Estimate)			7416	460464
PROPOSED LAW: AMERICA THE BEAUTIFUL			[+83]	[+4820]

Summary of Requirements

(dollars in thousands)

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted FTE	1990 Enacted Amount	PL99-177 to Date Reduct. Amount	1990 Adj Appr Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc/Dec from 1990 Approp FTE	Inc/Dec from 1990 Approp Amount	Inc/Dec from 1990 Adj Approp Amount	Inc/Dec from 1991 Base FTE	Inc/Dec from 1991 Base Amount
MANAGEMENT OF LANDS AND RESOURCES															
Energy & Minerals Mgmt.															
Oil and Gas	1042	44760	1005	42975	-600	42375	1001	43259	1013	43706	8	731	1331	12	447
Coal	192	9780	186	8917	-124	8793	185	8949	176	8286	-10	-631	-507	-9	-663
Mining Law Administration	275	11229	275	11056	-154	10902	275	11140	0	0	-275	-11056	-10902	-275	-11140
Other Mineral Resources Mgmt	172	8637	169	8489	-118	8371	168	8509	169	8771	0	282	400	1	262
Subtotal	1681	74297	1635	71437	-996	70441	1629	71857	1358	60763	-277	-10674	-9678	-271	-11094
Lands and Realty Management															
Lands, Realty, and ROW Mgmt	571	23068	573	22916	-319	22597	571	23128	591	24078	18	1162	1481	20	950
Alaska Lands Program	268	13661	279	13661	-191	13470	278	13749	274	13181	-5	-480	-289	-4	-568
Subtotal	839	36729	852	36577	-510	36067	849	36877	865	37259	13	682	1192	16	382
Renewable Resources Management															
Forest Management	138	6685	130	6674	-93	6581	129	6718	129	6612	-1	-62	31	0	-106
Wild Horse & Burro Management	156	14560	145	13598	-190	13408	144	13548	144	13548	-1	-50	140	0	0
Range Management	793	34600	827	35796	-500	35296	824	36080	856	37558	29	1762	2262	32	1478
Soil, Water, and Air Management	253	14471	276	15146	-211	14935	275	15181	283	18024	7	2878	3089	8	2843
Wildlife Habitat Management	375	19965	391	22927	-320	22607	391	22993	391	22607	0	-320	0	0	-386
									[418]	[25639]				[+27]	[+2932] 1/
Wildlife Habitat Mgt(AMB-Proposed law)														16	1181
Recreation Management	508	25180	582	28749	-401	28348	582	28041	598	30102	16	1353	1754		
Recreation Management (AMB-Prop. Law)									[356]	[18000]				[+66]	[+3088] 1/
Subtotal	2223	115461	2351	122890	-1715	121175	2345	123461	2401	129451	50	5561	7276	66	4990

Summary of Requirements

(dollars in thousands)

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted FTE	1990 Enacted Amount	PL99-177 to Date Reduct. Amount	1990 Adj Appr Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc/Dec from 1990 Approp FTE	Inc/Dec from 1990 Approp Amount	Inc/Dec from 1990 Adj Approp Amount	Inc/Dec from 1991 Base FTE	Inc/Dec from 1991 Base Amount
MANAGEMENT OF LANDS AND RESOURCES															
Resource Management Planning.....	179	9280	179	8998	-126	8872	178	9037	183	9327	4	329	455	5	290
Information and Resource Data Management	541	43060	582	44038	-615	43423	582	44310	587	47290	5	3252	3867	5	2980
Resource Protection & Maintenance															
Fire Management.....	146	9282	0	0	0	0	0	0	0	0	0	0	0	0	0
Alaska Cadastral Surveys.....	142	15232	149	15232	-213	15019	147	15177	121	13287	-28	-1946	-1732	-26	-1890
Other States Cadastral Surveys.....	267	12165	272	11400	-159	11241	271	11522	273	11714	1	314	473	2	192
Resource Prot. and Law Enforcement....	51	4257	83	10001	-140	9861	82	10005	99	10860	16	849	999	17	845
Facilities Maintenance.....	252	15791	272	19146	-267	18879	270	19152	292	26827	20	7681	7948	22	7676
Hazardous Materials Management.....	67	12374	67	12332	-172	12160	66	12311	100	17945	33	5613	5786	34	5634
Subtotal	924	69101	843	68111	-951	67160	836	68167	885	80623	42	12512	13463	49	12456
Emergency Operations.....	926	103056	0	0	0	0	0	0	0	0	0	0	0	0	0
General Administration.....	1089	87648	1137	90033	-1257	88776	1133	95053	1137	95751	0	5718	6975	4	698
TOTAL REQUIREMENTS	8402	538642	7579	442084	0	435914	7552	448762	7416	459464	-163	17380	23550	-136	10702
Proposed Land America the Beautiful....									[774]	[43530]				[+83]	[+8220] 1/

1/ amount shown is an increase over ANB included in current law.

Justification of Base Adjustments

Management of Lands and Resources

	FTE	($000)
Additional cost in 1991 of the 1991 pay raise	---	+3,108

The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, $2,993,000 is for the general schedule pay and $115,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.

Adjustment for 1990 effect of P.L. 99-177	---	+6,170

The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.

Adjustment for administrative efficiency	---	-1,988

The BLM is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by about 5 percent to improve administrative efficiency and place greater priority on 1991 program initiatives. Specific reductions are proposed in the following areas:

Consultants	- 1
Travel	- 651
Overtime	- 108
Supplies	- 705
Equipment	- 523
Total	-1,988

Adjustment for staffing efficiency	-27	-1,417

Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:

Average Grade	- 602
Lapse	- 815
Total	-1,417

	FTE	($000)
Workers Compensation payments	---	+1,052
The adjustment is for increased costs for compensation to injured employees to be paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.		
Rental payments to GSA	---	+2,526
The adjustment is for increased costs payable to GSA resulting from higher rates for office and non-office space.		
CSRS/FERS retirement costs.....	---	+1,238
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.		
Departmental Working Capital Fund.....	---	-23
The adjustment is for decreased costs assigned to the bureau for administrative services provided on a Department-wide basis. In 1991, costs for the Washington Interagency Telecommunications System (WITS), the GSA-provided computerized telephone system for the Interior Complex and the Department's in-house data interface/transport system, will decrease. Major acquisition and start up costs for WITS will occur in 1990, with reduced costs in 1991 related primarily to maintenance. This reduction will be partially offset by adjustments for safety management and printing.		
Federal Financial System (FFS).....	---	+1,215
The adjustment is for incremental costs of operating and/or implementing the Department's standard administrative accounting system, the Federal Financial System (FFS).		
One more paid day in FY 1991.....	---	+1,033
The increase in personnel compensation results from there being one more paid day in 1991 than in 1990.		
Drug free Workplace.....	---	+ 134
The adjustment is for increased costs of fostering a drug free workplace.		

	FTE	($000)
Mail and Postal Service.....	---	- 200

This adjustment reflects decreased costs for mail and postal service. Greater use of non-U.S. Postal Service (USPS) carriers and electronic mail has resulted in reduced expenses for those mail services which were previously provided by USPS.

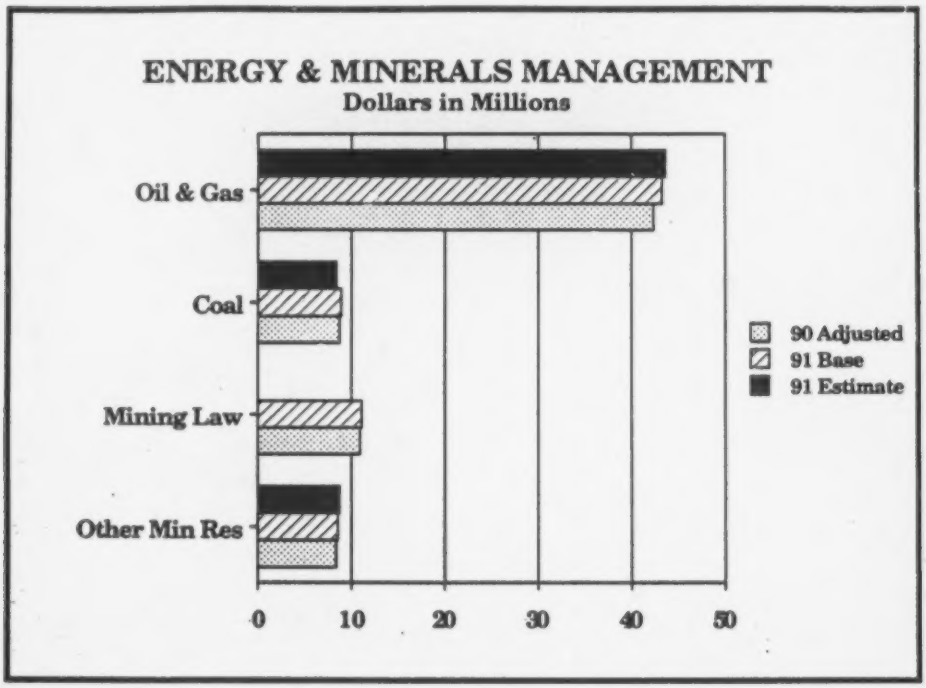
Total Adjustment to Base	-27	+12,848

Activity Summary

Activity: Energy and Minerals Management

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Oil and Gas	44,760	42,975	42,375	43,259	43,706	+447
Coal Management	9,780	8,917	8,793	8,949	8,286	-663
Mining Law Administration	11,220	11,056	10,902	11,140	---	-11,140
Other Mineral Res. Mgmt.	8,537	8,489	8,371	8,509	8,771	+262
Total	74,297	71,437	70,441	71,857	60,763	-11,094



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Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Oil and Gas

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	42,975	42,375	43,259	43,706	+447
(FTE)	(1,005)	(1,005)	(1,001)	(1,013)	(+12)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	42,975	-600	42,375

As a result of the PL 99-177 the BLM will offer 1,000 fewer parcels for lease during the year; anticipating this will result in the issuance of 500 fewer leases.

Authorization

30 U.S.C. 181, et seq. P.L. 66-146	The *Mineral Leasing Act of 1920*, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.
30 U.S.C. 351-359	The *Acquired Lands Mineral Leasing Act of 1947* provides for leasing of minerals on acquired lands.
30 U.S.C. 1701 P.L. 97-451	The *Federal Oil and Gas Royalty Management Act of 1982* is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to onshore fluid operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.
30 U.S.C. 226, et seq. P.L. 100-203	The *Federal Onshore Oil and Gas Leasing Reform Act of 1987* establishes a new oil and gas leasing system and changes some operational procedures for onshore Federal lands.
25 U.S.C. 2101-2107 P.L. 97-382	The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, and approval and oversight thereafter.

30 U.S.C. 181, 351 P.L. 98-78	The *Combined Hydrocarbon Leasing Act of 1981* permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.
42 U.S.C. 4321, 4331-4335,4341-4347	The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* provides for the preparation and maintenance of inventories of Public Land resource values (Section 201(a)).
43 U.S.C. 31(a)	The *Act of March 3, 1879*, as amended, provides for the inventory and classification of minerals on Federal lands.
60 Stat. 1099	Section 402 of Reorganization Plan No. 3 of 1946 transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
25 U.S.C. 396, 396(a)	The *Act of March 3, 1909*, as amended, and the *Act of May 11, 1938*, provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Act. These Acts provide the basic mandate under which BLM supervises minerals operations on Indian Lands.
42 U.S.C. 6508	The *Department of the Interior Appropriations Act for FY 1981* provides for competitive leasing for oil and gas in the National Petroleum Reserve in Alaska (NPR-A).

Objectives

The major objectives of the oil and gas program are to:

- Make eligible lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA, and evaluate specific tracts proposed for transfer;
- Make land available for oil and gas development by timely processing and issuance of leases, and by processing within 10 days of receipt, notices of intent (NOI's) to conduct geophysical exploration and associated rights-of-way actions;
- Ensure that applications for permit to drill (APD's) are processed immediately after the conclusion of the 30-day posting period required by law;

- Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the mineral resource and necessary protection of the environment and other resources;

- Review and act on proposals related to oil and gas operations such as unitization, communitization and gas storage agreements;

- Conduct on-site inspections of drilling, production, and abandonment protection operations to ensure environmental protection, safety, conservation of resources, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;

- Conduct drainage detection reviews and analyses on Federal and Indian lands and act on potential drainage situations (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty); and

- Monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion.

Base program

The Base funding level for the oil and gas program is $43,259,000 and 1,001 FTE.

The onshore oil and gas program is one of the major mineral leasing programs in the Department. At the end of 1989, there were about 80,000 leases in force on Federal lands covering about 70 million acres, of which about 19,000 leases are in producing status. The program is also responsible for operational management oversight of over 9,000 leases on Indian lands (about 3,800 producing) as well as advising Indian tribes and allottees on leasing matters. Revenues generated by Federal oil and gas leases (exclusive of ANWR) are expected to be about $715 million in 1991.

The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. All receipts from leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States in which the leased lands are located. Lease operations, which include approval and inspection functions performed by BLM on all producing Federal and Indian leases, are an important element in ensuring that proper royalty payments are made. A part of this function involves the verification of actual production.

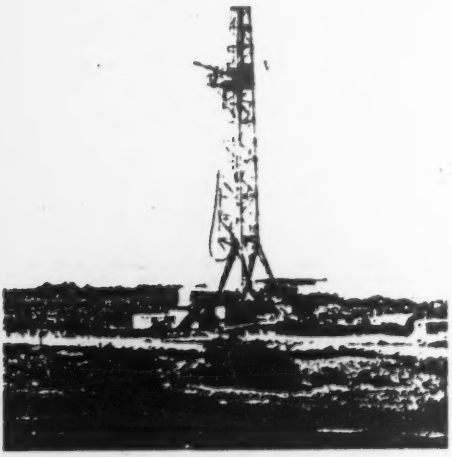
Leasing Systems and Pre-Lease Workload - Oil and gas leasing is done under both competitive and noncompetitive procedures. As part of the 1987 Omnibus Budget Reconciliation Act (P.L. 100-203, signed December 22, 1987), Congress enacted the Federal Onshore Oil and Gas Leasing Reform Act of 1987. Final rulemaking to implement the Act became effective in June, 1988. Pursuant to the Leasing Reform Act, all lands available for lease must first be offered for competitive lease prior to becoming available for noncompetitive leasing. BLM offers available land for competitive leasing following a required 45 day posting period. The base level allows BLM to offer approximately 14,000 parcels on a competitive basis during 1991. If there is no competition meeting the established $2/acre minimum bid, those lands become available for 2 years to be leased on a noncompetitive basis to the first qualified applicant. After 2 years, the lands must again be offered for competitive leasing before becoming available for noncompetitive leasing. Sales are held

at least quarterly in various BLM state offices. In 1991, there will be over 45 sales that will result in about 3 million acres leased competitively. Non-competitive leasing will be about 3.5 million acres resulting in a total of approximately 22,000 lease offers with about 3,500 leases being issued.

The major changes in the Leasing Reform Act are: (1) the elimination of the requirement that the BLM establish Known Geologic Structures (KGS), and (2) the elimination of the requirement to evaluate competitive tracts for fair market value. Prior to this Act, lands within a KGS were leased competitively while all lands outside a KGS could be leased only on a noncompetitive basis. Because the Act requires BLM to continue to process applications pending prior to its passage, some KGS work was continued into 1990 with the possibility of additional future work resulting from KGS appeals.

Planning and NEPA compliance and coordination with other agencies are integral parts of the pre-lease workload. BLM is strengthening the NEPA analysis of oil and gas leasing through its planning process and is bolstering the oil and gas sections of existing resource management plans (RMPs). The BLM will also participate as a cooperating agency on Forest Service planning efforts to ensure compliance with NEPA. The Base funding level includes funding to carry out regular planning activities.

Pre-lease activities include monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, and issuance of leases.



DRILLING FOR OIL IN SW COLORADO

Environmental safeguards are ensured through detailed analyses and follow-up compliance of operator activities.

Post-Lease Work - While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to utilize the rights contained in the lease. Actions associated with issued leases include lease assignments and transfers, unit and communitization agreements, applications for permit to drill, and other operator proposals. Successful exploration increases post-lease workload by requiring review of development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with applicable requirements, and reservoir management, including identification of potential and actual drainage of Federal or Indian oil and gas.

Between 1986 and 1989, most oil and gas operating orders were written or rewritten to provide lessees with clearer operating regulations and the standards they are expected to meet. There was considerable industry involvement in drafting the regulations and orders and a recognition that where Federal procedures differed from normal industry practice, the reason must be clear. Orders numbered 1 through 5 were final as of 1989. Order Nos. 6, 7, and 8 are expected to be published final in 1990. Order No. 9 is anticipated to be published final in 1991.

As a result of the decline in oil prices during 1986, the Bureau took several steps with regard to shutting-in stripper and marginal wells. Instructions were issued to allow lease suspensions for a period not to exceed 1 year on leases with shut-in wells without the operator losing the lease. This policy has been extended through May, 1990 and will help to prevent the premature abandonment of oil and gas resources due to price fluctuations.

The BLM screens approximately 40,000 wells in the U.S. each year to determine whether potential drainage exists. About 4,000 cases are identified and reviewed each year to determine whether actual drainage is occurring. Ultimately, about 250 of these cases may result in a determination of actual drainage. If the potential exists, the BLM must notify the Federal/Indian lessee and request a plan for protecting the lease, or information to support the contention that drainage is not occurring or that an economic well could not be drilled.

In 1988 the Minerals Management Service (MMS), with the assistance and support of the BLM, began to implement the Production Accounting and Auditing System (PAAS) for all producing onshore oil and gas leases. In October, 1988, the BLM began receiving this production data from MMS in an automated form for leases in the administrative states of Colorado, Wyoming, Montana, and Utah. This effort was implemented on a nationwide basis in October, 1989 (the August, 1989 production month). Receiving production reports in an automated form allows more efficient analysis of production records for all leases.

Inspection and Enforcement Activities - To fulfill the Secretary's responsibilities under the Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982 for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM has designed an oil and gas inspection and enforcement strategy. This strategy involves establishing priorities based on the following criteria: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection.

During 1991, at least one on-site inspection will be scheduled for each high priority producing lease. The remaining producing leases will be inspected at least once every 3 years. Inspections will also be scheduled at the request of MMS's royalty management staff. Inspection of meters at wellhead locations ensures that accurate measurement of products are made for subsequent royalty assessment and collection purposes.

In addition to production inspections mandated by FOGRMA, the Bureau conducts drilling, abandonment, and other inspections required by regulations under the mineral leasing acts. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans.

Revised regulations implementing FOGRMA were published as final rulemaking in the *Federal Register* on February 20, 1987, with an effective date of April 21, 1987. These regulations, in conjunction with Bureau Oil and Gas Orders, provide guidance regarding standards for conduct of operations as well as providing for clear and uniform enforcement standards which emphasize correction of violations.

During 1986 and 1987, BLM took initial steps toward delegating inspection and enforcement activities to State governments as authorized under Section 205 of FOGRMA. Regulations establishing the program were promulgated in 1987.

Section 202 of FOGRMA authorizes the Federal Government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force to increase frequency of inspections. In 1989, BLM had two such agreements funded and in effect and offered several training sessions that were attended by Tribal representatives. An additional agreement is expected to be executed in 1990.

Indian Lands - The BLM Oil and Gas program also includes conducting certain actions on Indian lands. The BLM role prior to lease sale on Indian lands is advisory. While BLM may make recommendations concerning economic and resource evaluation matters, pre-sale activities are carried out almost exclusively by BIA and the Indian Tribes. When requested, BLM provides recommendations on high bid acceptability. BLM's role on Indian lands increases after a lease is issued and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development activities and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning establishment of unit agreements) are normally accepted, but Tribes retain the right to make their own decisions. The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Inspection and enforcement work is also conducted by BLM on Indian land leases except where cooperative agreements with Tribes are in place.

Combined Hydrocarbon Lease Act Activity - Due to declining industry interest in the development of tar sands, the tar sands leasing program was suspended in its entirety in 1987. At the base level, the primary tar sands program workload will be the inspection and administration of existing combined hydrocarbon leases. There may also be some procedural workload on a few remaining lease applications and lease administration, which includes adjudication and operational work such as exploration plans, terminations and relinquishments. This is a minor effort which will be conducted as part of the oil and gas program.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	43,259	43,706	+447
(FTE)	(1,001)	(1,013)	(+12)

The 1991 Estimate is an increase of $447,000 and 12 FTE. The total increase will be used to increase the Bureau's compliance capability.

Recent reviews of the oil and gas inspection program have been conducted by the General Accounting Office, the Office of the Inspector General, and the Senate Select Committee on Indian Affairs, Special Committee on Investigations have criticized the BLM for deficiencies in the intensity and diligence of on-site inspections. While the BLM will make every effort to take the administrative steps necessary to correct the most pressing problems during 1990, such efforts will concentrate our capabilities to perform the inspections on these high priority leases while detracting from our ability to provide inspections needed for less sensitive leases. The increase of funding will enable the BLM to complete at least 1,000 additional on-site inspections in 1991 and provide broader inspection coverage of the leases in production.

Oil and Gas Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	16,600	2,300	2,300	2,300	---
Plan amendments (# completed)	9	5	5	5	---
EIS's (# completed)	7	6	6	6	---
Pre-lease notices/permits (# processed)	1,400	1,400	1,450	1,450	---
Noncompetitive Leasing (# leases issued)	1,800	3,500	3,500	3,500	---
(applic. processed)	22,000	22,000	22,000	22,000	---
Classifications (# actions)	100	75	75	75	---
Competitive leasing (# leases issued)	6,500	6,000	6,500	6,500	---
(# parcels offered)	14,000	13,000	14,000	14,000	---
Lease adjustments (# processed)	30,000	30,000	30,000	30,000	---
Lease operations (# APD's processed)	2,000	2,000	2,100	2,100	---
Unitization and Communitization (# actions processed)	2,000	2,000	2,000	2,000	---
Drainage reviews (# reviews completed)	4,000	4,000	4,000	4,000	---
Inspection and enforcement (# of inspections)	16,000	16,000	16,000	17,000	+1,000

Distribution of change by object class

The object class detail for the proposed increase of $447,000 and 12 FTE is as follows:

	FTE	Amount
Personnel compensation	12	$ 384,000
Personnel benefits		63,000
Total		$ 447,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Coal Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	8,917	8,793	8,949	8,286	-663
(FTE)	(186)	(186)	(185)	(176)	(-9)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	8,917	-124	8,793

As a result of PL 99-177 the BLM will be able to process five fewer mine plans received during the year. Additionally, work in this program related to automation of coal resource data, but not reflected in the workload table, will be deferred.

Authorization

30 U.S.C. 181, et seq. P.L. 66-146	The *Mineral Leasing Act of 1920*, as amended, authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain. The Act mandates a broad spectrum of coal operations requirements for lease management.
30 U.S.C. 351-359	The *Mineral Leasing Act for Acquired Lands of 1947* expands the requirements of the 1920 Act to include acquired lands.
60 Stat. 1099	Section 402 of *Reorganization Plan No. 3 of 1946*, transferred mineral leasing and operations functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
42 U.S.C. 4321, 4331-4335, 4341-4347	The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.
43 U.S.C. 1711 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* provides for the preparation and maintenance of an inventory of Public Land resource values (Section 201(a)).

25 U.S.C. 396, 396(a)	The *Act of March 3, 1909, as amended, and the Act of May 11, 1938,* provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Acts. These Acts provide the basic mandate under which BLM supervises minerals operations on Indian Lands.
30 U.S.C 201, et seq. P.L. 94-377	The *Federal Coal Leasing Amendments Act of 1976* requires competitive leasing of coal on Public Land. The Act mandates a broad spectrum of coal operations requirements for lease management.
25 U.S.C. 2101-2107 P.L. 97-382	The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into Minerals Agreements, other than conventional leases, for the disposition of mineral resources which requires the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter.
30 U.S.C. 21a	The *Mining and Minerals Policy Act of 1970* sets out the the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and study of methods for disposal of waste.

Objectives

The objectives of the coal management program are to:

- Meet coal resource needs by expeditiously processing emergency coal lease applications for production maintenance and prevention of the bypassing of Federal coal, and by processing lease applications for coal outside of designated Federal coal production regions, as well as inside production regions which have been decertified;
- Continue processing outstanding coal preference right lease applications (PRLAs);
- Continue the Regional Coal Teams and the Federal/State Coal Advisory Board as the forums for coordinating and guiding coal leasing activities, and ensure program responsiveness to market conditions by using market analyses to determine the mode of leasing, the establishment of long-range planning schedules, and for conducting regional activity planning;
- Ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans;
- Conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes in accordance with applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility;
- Process all coal operations actions (readjustments, royalty reduction, logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions) on a timely basis;

- Ensure compliance with legal and regulatory requirements relating to mining plans, diligent development, continued operations and advance royalties;
- Ensure compliance with lessee-qualification criteria of Section 2(a)(2)(A) of the Mineral Leasing Act;
- Ensure that proper lease, license, and logical mining unit bonds are established in accordance with existing regulations, policies, and guidelines; and
- Provide appropriate technical assistance to Indian Tribes and BIA on coal operations responsibilities.

Base program

The Base funding level for the coal program is $8,949,000 and 185 FTE.

BLM manages about 33 percent of all coal in the United States and indirectly affects the use of at least an additional 10 percent. As of September 30, 1989, there were 516 Federal coal leases covering almost 800,000 acres of Federal lands and private lands with Federal subsurface mineral ownership, with an estimated 16.1 billion tons of recoverable reserves. There were 123 producing Federal leases in 1989. Production from these leases amounted to 203.1 million tons and $187 million in Federal royalties.

Coal Leasing

The leasing program is a discretionary program which follows specific regulatory requirements before the holding of a sale or issuance of a lease. In 1986, following completion of a program review, the Secretary decided to retain the coal leasing program with certain revisions. The 1991 coal leasing program will continue using the revised procedures adopted at that time.

An important component of the coal leasing program is the timely processing of lease applications for emergency leasing (for bypass and production maintenance) and some limited leasing outside coal production regions. Other continuing activities will include the issuance of coal exploration licenses and lease modifications.

Due to reduced industry interest in coal leasing in recent years, four of the five Western Coal Production Regions have been decertified by their respective Regional Coal Teams (RCTs). These regions now rely on the Lease by Application (LBA) process instead of planned lease sale programs. In addition, the Powder River RCT has voted to decertify, and the January 9, 1990 *Federal Register* contains a notice to the public of the decertification. Even though the regions have decertified, the RCTs and the Federal/State Coal Advisory Board will still be responsible for the coordination of coal leasing activities and policies. No regional lease sales from any of the five regions are planned for 1991.

As of November 30, 1989, a total of 62 coal preference right lease applications (PRLAs) remain to be processed. In 1991, processing of the remaining PRLAs will be continued in an attempt to complete the necessary work leading to final decisions.

The Department continues to encourage private industry, through the issuance of exploration licenses, to perform any drilling necessary to gather additional resource information. Any federally conducted coal drilling would be intended to complement data gathering by private industry. However, because no new regional leasing tracts have been delineated since 1984 and all drilling on these tracts has been completed, no Federal coal drilling is planned for 1991.

Coal Operations

The coal operations workload is a mandatory workload to administer existing leases and includes all activities which occur on Federal and Indian lands after the issuance of a coal license or lease, including exploration operations. BLM is responsible for administering the mineral leasing laws with respect to coal exploration, development and production, as well as for inspection and enforcement, production verification, and conservation of the resource through oversight of diligent development, bonding, and resource recovery and protection plan approval on federally-owned coal. In addition, BLM is responsible for operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE) and those State agencies which have been delegated OSMRE's functions are responsible for administering the Surface Mining Control and Reclamation Act of 1977 (SMCRA). However, the BLM will enforce SMCRA in cases of emergency or where a situation presents an imminent danger to the resource or human life.

There has been a continuing increase in the BLM's coal operations workload as a result of the increasing number of Federal coal leases subject to certain provisions of the Federal Coal Leasing Amendments Act of 1976 (FCLAA) and associated regulations (43 CFR Group 3400). Where intermingled Federal, Indian and private coal ownerships are in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480. Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued. This workload includes activities such as field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, and review of plans for exploration and associated reclamation, mining, processing, resource recovery and protection, and abandonment. In 1991, a total of 515 leases will be subject to FCLAA.

FEDERAL LEASE OPERATIONS WORKLOAD

The following table shows the number of leases subject to FCLAA requirements by year.

Year	Leases Issued	Leases Readjusted or Modified	Leases Subject to FCLAA
1976-86	107	264	369
1987	6	30	405
1988	1	41	447
1989	1 1/	27	475
1990	N/A	21	496
1991	N/A	19	515

Note: Numbers have been revised to reflect lease relinquishments since 1976.

Recoverable reserve estimates are determined or revised, based on analysis of data supplied by the operator/lessee and the commercial quantities are established for the purpose of determining diligence. Formation of new LMU's continues in 1990 and 1991 and require BLM processing and approval. All submittals of resource recovery and protection plans (R2P2), required within 3 years of lease issuance or readjustment after enactment of FCLAA, will be processed for approval.

1/ As of September 30, 1989, there were 516 leases in effect.

Additional exploration work conducted by lessees in order to define the coal resource and to determine the mining methods and sequence to be used is authorized through the approval of an exploration plan and is monitored during on-the-ground inspections. BLM field offices continue to track actions mandated by statute or required by regulation and policy by using the Solid Leasable Minerals System (SLMS). BLM ensures that the final mining plan properly reflects the statutory requirements of the Mineral Leasing Act, the operations regulations, and the lease terms and conditions while ensuring that the maximum economic recovery will be obtained pursuant to the approved plan of operations.

Inspection and Enforcement Activities

BLM conducts annual inspections on all nonproducing coal leases. This annual on-the-ground inspection is required by FCLAA to determine if any unauthorized activities (drilling, exploration, trespass, or production) are occurring. Authorized activities on such leases which fall short of actual production (e.g., exploration baseline environmental work) under approved plans are inspected more frequently.

Inspection and enforcement activities for producing leases continue to be emphasized. This includes quarterly inspections and quarterly production verification on all producing Federal and Indian coal leases to ensure that revenues from leases are accurately reported, that production is proceeding in accordance with the approved R2P2, the lease terms, and regulations, and that the correct royalty rate is being applied. As part of other inspection and enforcement responsibilities, the BLM continues to monitor for coal trespass in an effort to ensure the protection of the Federal resource.

Decrease From 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	8,949	8,286	-663
FTE	(185)	(176)	(-9)

The 1991 estimate is a decrease of $663,000 and 9 FTE.

The reduction in funding is possible because of a delay of final processing of 8 lower priority FRLA's. Also, fewer exploration license applications are expected, resulting in a decreased workload. In addition, processing of certain other lower priority items including review of applications for suspensions, requests for logical mining units, and review of certain mine plans will be delayed or deferred resulting in a decrease in the number of requests processed during the year by 40. In addition, automation of coal program resource information will be deferred except for those efforts which are related to ALMRS case management system maintenance.

Coal Management Workload Accomplishments 1/

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Plan amendments (# completed)	3	1	---	---	---
EIS's(# completed)	2	1	1	---	---
Activity plans (# completed)	1	---	---	---	---
Exploration licenses/ permits (# processed)	77	40	40	20	-20
Noncompetitive leases (# PRLA's processed)	20	30	18	10	-8
Classifications and economic evaluations (# of actions)	81	40	40	40	---
Competitive leasing (# of leases issued)	6	2	4	4	---
Lease adjustments (#)	271	200	200	200	---
Lease operations (# of plans processed)	163	155	160	120	-40
Inspection and Enforcement (# of inspections)	1,575	1,560	1,590	1,590	---

1/ The workload accomplishments in this program may in some instances, appear reduced from previous years. This apparent reduction reflects tightened reporting requirements which ensure that only completed actions are reported.

Distribution of Change by Object Class

The decrease of $663,000 and 9 FTE is distributed as follows:

	FTE	Amount
Personnel Compensation	9	$288,000
Personnel benefits		58,000
Travel and transportation of persons		45,000
Transportation of things		28,000
Rent, communications and utilities		33,000
Other services		101,000
Supplies and other services		70,000
Equipment		40,000
Total		$663,000

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Mining Law Administration

(dollars in thousands)

Program Elements		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Current Law						
Direct Appropriation	$	11,056	10,902	11,140	---	-11,140
	(FTE)	(275)	(275)	(275)	---	(-275)
Reimbursable Fees (Memo entry)	$	[5,500]	[5,500]	[5,500]	[1,500]	[-4,000] 1/
	(FTE) 2/					
Proposed Law						
Reimbursements (Memo Entry) 3/						
Mining Law Program Operations (Advance funds)	$	[---]	[---]]	[---]	[12,000]	[+12,000]
	(FTE)	[(---)]	[(---)]	[(---)]	[(275)]	[(+275)]
Additional Reimb. from Fee Revenues	$	[---]	[---]	[---]	[7,500]	[+7,500]

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	11,056	-154	10,092

As a result of PL 99-177 the BLM will conduct 150 fewer surface management inspections of mining operations.

Authorization

43 U.S.C. 1711, 1732, 1744, 1782
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, Section 302(b), authorizes the Secretary, by regulation, or otherwise, to prevent unnecessary or undue degradation of the Public Land; Section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work; Section 201(a) provides for the preparation and maintenance of an inventory of Public Land resource values.

1/ This reduction assumes adoption of the proposed Administrative provision that eliminates the requirement for the $5 annual fee per claim for assessment filing.

2/ FTE are included with the appropriated Mining Law Administration Program.

3/ Dollars and FTE are included with the Reimbursable program for the "Management of Lands and Resources" account.

43 U.S.C. 31(a)	The *Act of March 3, 1879*, as amended, provides for the inventory and classification of the Public Land and examination of the mineral resources and products of the national domain.
30 U.S.C. 22 *et seq.*	The *General Mining Law of 1872*, as amended, provides for the location and patenting of mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on Public Land in specified States, mostly in the West.
42 U.S.C. 4321, 4331-4335, 4341-4347	The *National Environmental Policy Act of 1969* requires requires, preparation of environmental impact statements for major Federal actions significantly effecting the quality of the human environment, relating to mineral operation activities.
30 U.S.C. 21a 30 U.S.C. 1601 *et seq.*	The *Mining and Minerals Policy Act of 1970*, sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and study of methods for disposal of waste.
P.L. 100-446	The *1989 Department of the Interior and Related Agencies Appropriations Act* provides that receipts for FY 1989 and thereafter from fees established by the Secretary of the Interior for processing of actions relating to the administration of the General Mining Laws shall be immediately available to the Bureau for Mining Law Administration program operations.

Objectives

The major objectives of the Mining Law Administration program are to:

- Record unpatented mining claims and sites, and process annual filings as required by Section 314 of FLPMA;
- Implement the Surface Management Regulations for the Public Land (43 CFR 3802/3809) by processing plans of operation and notices for mineral development;
- Ensure compliance with the terms of plans of operation and related state and local provisions by conducting a comprehensive program of inspections and related enforcement actions.
- Abate mineral trespass by performing validity examinations on operations that appear to be mining common variety minerals on mining claims.
- Determine valid existing rights in existing wilderness areas under BLM administration, and review and process other agency valid existing rights determinations;

- Review and process mineral patent applications for lands administered by BLM and other Federal agencies; and

- Ensure consideration of critical and strategic minerals in land use planning and the resulting decisions by performing mineral resource assessments.

Base Program

The 1991 base level for mining law administration is $11,140,000 and 275 FTE.

Under this program, BLM administers the provisions of the General Mining Law of 1872, as amended (30 U.S.C. 22 *et seq*), and the pertinent provisions of FLPMA relating to surface management (43 U.S.C. 1752 and 1782) and mining claim recordation (43 U.S.C. 1744). The BLM determines the validity of unpatented mining claims; issues mineral patents; initiates contest actions; prepares mineral potential reports for land and realty actions; administers surface management regulations; and records mining claims and annual filings. This program also includes geologic and mineral resource assessments for multiple use management. These program components are described in more detail below.

- **Mining Claim Recordation** - Under Section 314 of FLPMA (43 U.S.C. 1744), the Bureau has recorded a total of 2.4 million mining claims and mill sites since 1976. In 1989 the Bureau processed about 950,000 annual filings of mining claims for the Public Land and other Federal lands.

- **Surface Management on Unpatented Mining Claims** - Under Sections 302(b) and 603 of FLPMA, BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the Public Land resulting from operations conducted under the mining laws. For all operations other than "casual use", regulations require that either a "plan of operations" or a "notice", depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas, a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness values.

  BLM has 30 days to review and approve a plan of operation and 15 days to review a notice. Notices do not require BLM's approval. Their purpose is to alert BLM of allowable surface disturbing activity of less than five acres. Field examinations, resource assessments and environmental analyses are required prior to the approval of plans. Validity examinations of mining claims in designated wilderness areas are required prior to approving plans of operations.

- **Inspection and Enforcement** - Each plan of operation authorized under 43 CFR 3802/3809 requires periodic follow-up on the ground to ensure that the operation is in conformance with the approved plan of operations. Operations proceeding under a notice filed under 43 CFR 3809 require periodic follow-up to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. Compliance action is required by Sections 302(b) and 603(c) of FLPMA.

- **Environmental Statements** - One environmental impact statement was initiated in Nevada in late 1989 and addresses open pit cyanide heap leach mining operations. The cost for the project is estimated to total about $250,000 for both 1990 and 1991 and is included in the Base funding level. In addition to BLM's cost the company is also contributing to the cost of the preparation and development of the EIS.

- **Validity Determinations** - When conditions warrant, the BLM conducts a mineral examination to determine whether an unpatented mining claim meets all requirements for a discovery under the mining laws. Processing of other agency validity reports and contest actions will be done for wilderness area valid existing rights determinations and other mining law actions.

- **Processing Patent Applications** - When a mining claimant believes he has discovered a valuable mineral deposit, he may apply for patent to obtain the title to the claim. Processing this application involves: (1) **Adjudication** to ensure that the patent application is complete, and (2) **Field mineral examination** to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine mining claim validity. In some instances, processing mining claim patent applications and mining claim validity determinations can become complex and costly proceedings involving both extensive legal interpretations and technical evaluation of economics, mining techniques, and mineral resource values. Such proceedings may take several years to complete.

Reimbursable Mining Law Administration Fees

The 1989 Department of the Interior and Related Agencies Appropriations Act provided that the increased revenues from BLM's revised fee structure for mining claim recordation (MCR) and mineral patent processing be made immediately available to the BLM as reimbursable funds for operational expenses. These revenues are estimated to be $5.5 million in 1990 and $1.5 million in 1991 assuming adoption of the Mining Claim Holding Fee proposal in 1991. These fees increase the BLM's capability to manage all aspects of the mining law program throughout the United States and will provide for an increased level of accomplishment in the mining law program especially relating to surface management responsibilities. A portion of the fees collected will help defray significant costs associated with the automation of the mining claim recordation program, which will result in long-term benefit of readily retrievable information about claim location, claimant information, and other data.

Decrease from 1991 Base

(Dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	11,140	---	-11,140
(FTE)	(275)	(---)	(-275)

In place of the traditional direct appropriation to BLM for the Mining Law Administration operation, the Budget proposes to establish a new fee for holding each mining claim on Federal lands in lieu of the annual assessment work required under the Mining Laws. This proposal results in a decrease of $11,140,000 from the requested 1991 appropriation. Funding to operate the Mining Law Administration Program would be derived from returning a portion of the revenue collected from these holding fees to the BLM. The program activity to be accomplished with these funds is described below and include program operations and costs associated with fee collection. The funds used by the BLM are displayed and accounted for under the Reimbursements to the "Management of Lands and Resources" appropriation in the 1991 President's Budget.

Distribution of Change By Object Class

The object class detail for the proposed direct appropriation decrease of $11,140,000 and 275 FTE is as follows:

	FTE	Amount
Personnel Compensation	275	$8,800,000
Personnel Benefits		1,808,000
Travel and Transportation of Persons		100,000
Transportation of Things		57,000
Rent, Communications, and Utilities		65,000
Printing and Reproduction		60,000
Other Services		150,000
Supplies and Materials		75,000
Equipment		25,000
Total		$11,140,000

Proposed Law

(Dollars in thousands)

		1991 Base	1991 Estimate	Difference
Mining Law Program Operations (Advance Funds) 1/	$	[---]	[12,000]	[+12,000]
	(FTE)	[(---)]	[(275)]	[(+275)]
Additional Reimbursements--Holding Fees 1/	$	[---]	[7,500]	[+7,500]
	(FTE)	[(---)]	[(---)]	[(---)]
Reimbursable Fees 2/ From Sec 314(b) FLPMA	$	[5,500]	[1,500]	[-4,000]
	(FTE)	[(---)]	[(---)]	[(---)]

1/ FTE and dollars are included with the reimbursable program for the "Management of Lands and Resources" account. The 1991 Estimate level is higher than the 1990 level as a result of including additional costs in 1991 for the 1991 pay raise in the same manner as such costs have been included in other BLM programs.

2/ Fees collected from recordation of newly located mining claims and other purposes under Section 314(b) of FLPMA are not affected by the proposed law.

(Dollars in thousands)

		1990 Current Law	1991 Proposed Law	Difference
Total Program Level	$	16,640	21,000	+4,360
Mining Law Admin.	(FTE)	(275)	(275)	(---)

1991 Proposed Law Description

The proposed holding fee of $100 per claim is estimated to generate a total of $97,500,000 in revenues, and would also replace the current BLM filing fee of $5 per claim for annual assessment work. The filing fees under proposed law are expected to be reduced from $5,500,000 to $1,500,000 since the fees will no longer be collected for annual assessment filings. The remaining reimbursements from current regulations ($1.5 million) will be used to operate the Mining Law Administration Program and is included in the following descriptions of accomplishments.

The authority to establish the new $100 holding fee is proposed in the language for the BLM Administrative Provisions in the 1991 President's Budget.

Also, a language change is proposed in the appropriation for the BLM's "Management of Lands and Resources" account to credit $12,000,000 of the amount collected from the proposed holding fees to this account to offset the costs of the Mining Law Administration program in 1991. Also, language is proposed to make available an additional amount not to exceed $7,500,000 annually as reimbursements for the additional work of collection and processing the new holding fee per claim.

The current provision in the General Mining Law for $100 worth of annual assessment work represented a significant amount of activity and expenditure when orginally enacted in 1872. However, in today's dollars, $100 worth of activity has little significance as an indicator of commitment to develop and maintain a mining claim. In addition, questions have been raised about the enforceability of the assessment requirement. The 1991 proposal addresses these problems by replacing the assessment requirement with the annual holding fee. The proposal will provide both environmental and mineral production benefits. It will eliminate activities that result in surface disturbance of lands solely to maintain a claim. In addition, claimants who have no serious intention to mine, or who hold their claims solely for speculative purposes, may wish to relinquish claims rather than pay the annual holding fee. Since frivolous or speculative claims serve to limit the use of public lands by others, the holding fee proposal may in fact result in increased access to lands for multiple-use, including mineral development. This would increase opportunities for mineral exploration by other parties. The holding fee will not diminish the rights of a bone fide operator to conduct necessary exploration and development of mineral resources on public land.

In 1991, with a Mining Law Administration program level of up to $21,000,000 and 275 FTE, the BLM will review 2,600 plans and notices for mining operations. In addition, BLM will complete review of patent applications for 200 mining claims and will also complete 750 validity examinations, common variety determinations, and occupancy trespass determinations within designated wilderness areas, special management areas, and other locations on the Public Land. This represents an increase of 40 claims examined for mineral patent and 100 validity examinations.

BLM will also complete 9,000 compliance inspections on active operations under the surface management regulations and the new inspection and enforcement policy, an increase of 700 inspections over the Base and will result in an additional 150 enforcement actions. The BLM anticipates that an additional 50

mining plans will be reviewed. Validity examinations and contests will be conducted in wilderness study areas prior to approval of plans of operations as required by 43 CFR 8560.4-6(j).

BLM will also complete an Environmental Impact Statement, initiated in late 1989 for heap leaching mining operations in Nevada, and initiate two additional EISs, one in California and one in Nevada, for heap leaching mining operations. These EISs will involve both socio-economic and environmental issues.

Additionally, $260,000 and 2 FTE of the increase supports the BLM's active volunteer program for Mining Law Administration on the Public Land. This funding will be used to cover both program management costs and volunteer expenses which include project materials, travel and housing costs, vehicles, supervision, and awards. Volunteers are used to perform a diversity of tasks within the program including field inventory, map preparation, data entry and analysis.

These accomplishments are included in the accompanying program workload accomplishment table.

Mining Law Administration Workload Accomplishments Table

The planned workload accomplishments for 1989, 1990 the 1991 Base and 1991 Estimate level with the proposed holding fee revenues are reflected in the following table:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Proposed Law	Inc./Dec from Cur. Law
Inventory (000's acres)	---	700	500	500	---
Environmental Statements (# completed)	4	1	1	1	---
Mineral patent applications (# claims)	155	150	160	200	+40
Validity examinations (claims completed)	685	650	650	750	+100
Surface management (# plans/notices reviewed)	2,454	2,550	2,550	2,600	+50
New mining claims recorded (# per year)	182,543	170,000	170,000	170,000	---
Annual filings (# processed)	950,000	975,000	975,000	975,000	---
Inspection (# plans/notices	5,193	8,150	8,300	9,000	+700
Enforcement (# of decisions)	260	300	350	500	+150

Justification of Program and Performance

Activity: Energy and Minerals Management
Subactivity: Other Mineral Resources

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	8,489	8,371	8,509	8,771	+262
(FTE)	(169)	(169)	(168)	(169)	(+1)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	8,489	-118	8,371

As a result of P.L. 99-177 the BLM will conduct 100 fewer inspections than planned in the geothermal and nonenergy mineral leasing functions included in this subactivity.

Authorization

43 U.S.C. 1711, 1732, 1744, 1782 P. L. 94-579	The *Federal Land Policy and Management Act of 1976* Section 302(b), authorizes the Secretary, by regulation to prevent unnecessary or undue degradation of the Public Land; Section 201(a) provides for the preparation and maintenance of an inventory of Public Land resource values; and Section 209 provides for exchanges.
60 Stat. 1099	Section 402 of *Reorganization Plan No. 3 of 1946* transferred responsibility for authorizing prospecting, development, and use of mineral resources from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.
30 U.S.C. 601-604 *et seq.*	The *Materials Act of 1947*, as amended, provides for the sale of common variety materials for personal, commercial or industrial uses and for free use for local, state, and Federal governmental entities.
43 U.S.C. 21(a)	The *Act of March 3, 1879*, as amended, provides for the inventory and classification of the Public Land and examination of the mineral resources and products of the national domain.
42 U.S.C. 4321, 4331-4335, 4341-4347	The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for major Federal actions significantly effecting the quality of the human environment, relating to leasing and operations activities.
30 U.S.C. 21a	The *Mining and Minerals Policy Act of 1970*, sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and the study of methods for disposal of waste and reclamation.

30 U.S.C. 181 *et seq.*	The *Mineral Leasing Act of 1920*, as amended, authorizes leasing coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal Public Domain. The Act contains requirements for the operations responsibility of lease management.
30 U.S.C. 351-359	The *Mineral Leasing Act for Acquired Lands of 1947* expands the requirements of the 1920 Act to include acquired lands.
25 U.S.C 396, 396(a)	The *Act of March 3, 1909*, as amended, and the *Act of May 11, 1928*, provide that lands allotted to Indians and unallotted (Tribal) Indian lands, may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to carry out the provisions of the Acts. These Acts provide the basic statutory mandate under which BLM supervises activities on Indian lands.
25 U.S.C. 2101-2107	The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter.
30 U.S.C. 1701	The *Federal Oil and Gas Royalty Management Act of 1982* is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and nonenergy leasable minerals.
30 U.S.C. 1001	The *Geothermal Steam Act of 1970*, authorizes the Secretary to issue leases for the development of geothermal resources. The *Geothermal Steam Act Amendments of 1988* lists significant thermal features within the National Park System requiring protection, provides for lease extensions and continuation of leases beyond their primary terms, and requires periodic review of cooperative or unit plans of development.

Objectives

The Other Mineral Resources program includes management of mineral materials, nonenergy leasable minerals, geothermal, uranium, and oil shale resources.

The objectives of this program are to:

- Ensure the availability of and meet the demand for certain mineral resources from the Public Land and other jurisdictional lands while protecting associated environmental values;
- Ensure compliance with the Federal and Indian mineral leasing laws, and the Materials Act of 1947, through implementation of regulations contained in 43 CFR 3200, 43 CFR 3500, 43 CFR 3600 and 25 CFR 216;
- Ensure judicious use of public resources by preparing and reviewing mineral classifications of Known Leasing Areas (KLA) and Known Geothermal Resource Areas (KGRA), geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing-related actions;
- Issue appropriate authorizations (permits, contracts, leases, and licenses), including preparation of appropriate environmental documentation, for extraction of mineral resources from the Public Land, and, under specific authorities, from Acquired Lands;
- Complete all other operations actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) on a timely basis;
- Ensure that lease, permit and contract bonds are established;
- Conduct a nationally uniform inspection and enforcement activity (including production verification) of industry operations to ensure lessee compliance with terms of the authorization and to assure that proper payments are made;
- Investigate unauthorized use of mineral materials and take appropriate action when trespass occurs;
- Continue cooperative hydrologic monitoring programs on two suspended prototype oil shale lease tracts with the State of Colorado;
- Collect necessary data for implementation of Congressionally authorized exchanges of U-a and U-b oil shale lease tracts with the State of Utah;
- Ensure that mine abandonment and reclamation activities are conducted in accordance with applicable statutes, regulations, and requirements, including guidance (for uranium) from the International Atomic Energy Agency; and
- Provide technical assistance to Indian tribes, native (Indian) allottees, and the BIA, in the review of mining operations responsibilities.

Base program

The Base funding level for the Other Mineral Resources program is $8,509,000 and 168 FTE.

This program provides for activities dealing with the management of mineral materials, geothermal resources, oil shale, uranium, and nonenergy leasable minerals such as potash, phosphate, and sodium.

Sixty percent of the known or prospective geothermal resource areas of the United States are located on Federal lands. There are currently 679 Federal geothermal leases in effect covering slightly less than 1.1 million acres. During 1989 geothermal lease generated about $16 million in bonus, rental and royalty payments. Total electrical generation capacity from Federal leases has grown considerably since production commenced in 1980. Current power plant capacity is 1060 megawatts which is sufficient to meet the needs of over 1 million people. New power plants continue to be developed on Federal land; several more are expected to be under construction in 1991. Additionally, approximately 250 million BTU's are utilized annually in direct use geothermal operations on Federal lands.

The Public Land provides an important source of building stone, sand, gravel, and common borrow, which are used for construction work and energy and other industrial development. The Materials Act of 1947, as amended, authorizes the BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects. In excess of 7 million cubic yards of sand, gravel, pumice, stone, and clay were produced from the Public Land in 1988. In 1988 the BLM issued more than 1,000 contracts and permits for mineral materials valued at approximately $8,000,000.

The Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947 provide that phosphate, potassium, sodium, sulfur, and other specified minerals (the nonenergy leasable minerals) from Public Lands and Acquired Lands are to be leased rather than located under the General Mining Laws. These mineral resources are managed by the BLM in 24 states. These Acts also provide a statutory mandate for operational activities related to these leased or sold commodities.

The following table shows the number of leases and prospecting permits for key mineral commodities in the nonenergy minerals program in effect as of September 30, 1989.

Number of Nonenergy Mineral Leases and Prospecting Permits

Commodity	Number of Leases	Number Of Prospecting Permits
Phosphate	136	3
Sodium	100	1
Potassium	201	4
Sulphur	0	23
Gilsonite	12	0
Lead/Zinc	37	13
Copper	3	47
Gold	2	39
Other 1/	31	42
TOTAL	522	172

1/ Includes amethyst, asphalt, barite, bentonite, clay, feldspar, fluorspar, garnet, gypsum, iron ore, limestone, molybdenum, olivine, quartz, quartz crystals, sand and gravel, silica, silver, uranium, and wavelite.

Uranium leasing operations, currently managed by BLM are primarily located on Indian lands in New Mexico and Washington. BLM's emphasis in 1991 will focus on reclamation of abandoned and existing sites.

No oil shale leases are planned to be issued in 1991.

Use Authorization and Leasing - The leasing/permitting program is a discretionary program with specific regulatory requirements which must be met prior to the issuance of a lease, permit or contract. The Bureau of Indian Affairs is the leasing and record keeping authority on Indian Lands.

BLM is responsible for performing minerals resource assessments, and classifications in support of leasing geothermal and nonenergy minerals on Public Land, National Forest land and other land in which the Federal Government owns part or all of the mineral estate and the lands are open to leasing. This information is incorporated into the BLM planning process. The BLM also conducts assessments and appraisals prior to disposal of mineral materials from the Public Land.

The BLM also issues appropriate authorizations (permits, contracts, leases, and licenses) for development of these mineral resources, and performs all other needed actions (readjustments/renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions). This includes ensuring compliance with lessee qualification criteria of section 2(a)(2)(A) of the Mineral Leasing Act, the Materials Act, and the National Environmental Policy Act. The BLM continues to exercise special care and to cooperate closely with other agencies when considering leasing in areas near but not in "Significant Thermal Features" listed in Section 115 of the Department of the Interior and Related Agencies Appropriations Act for 1987, and the Geothermal Steam Amendments Act of 1988.

Geothermal and nonenergy mineral leasing is done under both competitive and noncompetitive procedures. Lands classified as Known Leasing Areas (KLAs) and Known Geothermal Resource Areas (KGRA's) are leased competitively. Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. For nonenergy minerals preference right leases are issued noncompetitively. Demand for uranium leasing on acquired or Indian lands is currently low.

Mineral materials found on the Public Land are sold both competitively and noncompetitively; and free-use disposals are made to Federal, state and local governmental units for public projects.

Operations - Operations includes all activities which occur after the issuance of an authorization (i.e., license, permit, contract, and lease). The operations program is designed to meet the statutory and regulatory requirements related to both active and inactive authorizations.

BLM reviews, approves, and monitors industry operations related to exploration, development and production of these mineral resources. Prior to the commencement of full-scale mining or drilling operations, the operators/lessees may conduct additional exploration in order to clearly define the resource and to determine the mining and development methods and sequence to be used. For nonenergy minerals and geothermal resources, exploration is authorized through the approval of an exploration plan. A letter of authorization is required from BLM prior to exploration for mineral materials.

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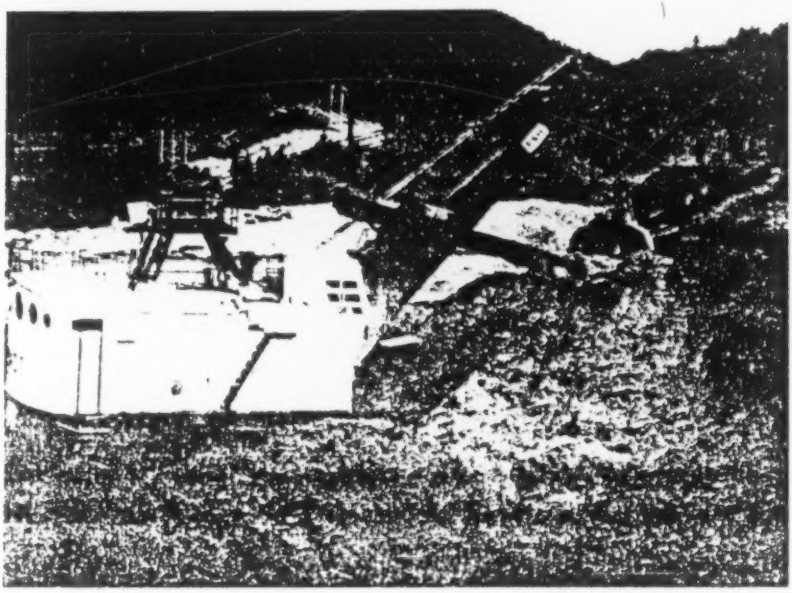


PHOSPHATE MINING

Upon completion of the removal of the phospate ore, this Idaho mining site will be completely reclaimed.

When development and production are initiated, BLM's responsibilities include review and approval of all proposed exploration, development, production, and utilization plans, and inspections of all operations to ensure compliance with all lease terms and conservation and environmental standards. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the leases, licenses, permits, and contracts. The Bureau ensures that lease and contract bonds are established, and revised as necessary, to properly reflect regulations, policies, and guidelines as well as environmental protection.

For nonenergy leasable minerals, prior to final mine plan approval, the BLM coordinates with the Minerals Management Service (MMS) for royalty collection. For geothermal leases, a procedure similar to the oil and gas first production notice allows the MMS time to establish a royalty account.

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. New wells are being drilled and additional power plants are projected to come on line in 1990 and 1991. This activity provides a continuous workload in lease operations. Anticipated lease extensions resulting from the new provisions of the Geothermal Steam Amendments Act of 1988 will contribute to increased operations workloads in future years.

Moreover, the Geothermal Steam Amendments Act of 1988 mandates protection of significant thermal features which involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the Geological Survey and other agencies. This, together with increased NEPA analysis and procedures will sustain the normal operations workload in the geothermal program. The workload in nonenergy minerals is expected to remain level with the greatest emphasis on the production verification and inspection and enforcement aspects of the program.

Production and Royalties from Nonenergy Mineral leases are as follows:

1988 Nonenergy Mineral Production and Royalties From Leasing 1/

Commodity	Production (Tons)	Federal Royalties
Phosphate	4,290,000	$ 3,200,000
Potassium	1,860,000	3,040,000
Sodium	3,600,000	12,200,000
Sulfur	---	---
Lead/Zinc	345,000	5,320,000
Other 2/	--- 3/	2,620,000
Total	10,095,000	$26,380,000

Inspection and Enforcement and Production Verification - The Secretary, in the Federal Oil and Gas Royalty Management Act (FOGRMA) Section 303 Report, committed BLM to an expanded role in inspection and enforcement and production verification. For producing nonenergy and uranium leases, licenses, and permits, inspection and enforcement actions including production verification are conducted at least quarterly to ensure that all revenues from producing Federal and Indian mining operations are accurately reported, that production is proceeding in accordance with the approved mine plan, and the correct royalty rate is being applied. Annual on-the-ground inspections of nonproducing nonenergy mineral leases, licenses, contracts, and permits are required.

Mineral material permits and contracts are inspected on a regular basis to verify production and evaluate compliance with NEPA and other requirements. When routine compliance inspections, or other information, indicates the unauthorized removal of mineral materials, the BLM investigates the alleged minerals trespass and takes the necessary actions to resolve these cases.

Reclamation - The Bureau will conduct necessary field inspections to ensure proper compliance with permit, contract, and lease requirements for appropriate reclamation of areas disturbed by exploration and development activities on Federal and Indian lands.

1/ Mineral Revenues - 1988 Report of Minerals Management Service, U.S. Department of the Interior.

2/ Includes amethyst, asphalt, barite, bentonite, clay, copper, feldspar, fluorspar, garnet, gilsonite, gold, gypsum, iron ore, limestone, molybdenum, olivine, quartz, quartz crystals, sand and gravel, silica, silver, uranium, and wavelite.

3/ Production by commodity varies widely.

Oil Shale - In 1974 four prototype oil shale leases, two in Colorado and two in Utah were issued. The two leases in Utah were relinquished in 1986. The inactive mine, the remaining mine-related structures and the land surface within the Utah leases are now managed by the BLM. One of the leases in Colorado remains in suspension; the other has been reactivated and annual rental is required. These two Colorado leases are being monitored for the potential impact on the ground water in the area. Advance royalty payments are not required for either lease.

Increase From 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	8,509	8,771	+262
(FTE)	(168)	(169)	(+1)

The requested increase of $262,000 and 1 FTE will be used to accomplish activities associated with the Congressionally authorized exchange of lands covered by two relinquished oil shale leases in Utah, and increased compliance monitoring for two leases in Colorado; one is currently suspended and the other is being reactivated. In Utah, we anticipate an increased workload with respect to completing the minerals evaluation of the State selected tracts; this will include more request meetings with the State of Utah and the Geological Survey. In Colorado, the reactivation of tract C-a will require the BLM to visit the lease site on a more frequent basis than when the lease was in suspension, to conduct compliance and monitoring associated with the mitigation of potential ground water pollution resulting from initial retort activities. During 1991 the BLM will oversee operations on lease C-b associated with the proposed Federal/private oil shale demonstration project. Funds for a feasibility study of the project were included in the Department of Energy 1990 appropriations.

Other Mineral Resources Workload Accomplishments 1/

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Geothermal					
Pre-lease notices/permits (#)	25	25	25	25	---
Noncompetitive lease applications (# processed)	100	20	20	20	---
Competitive leases (# offered)	40	---	---	---	---
Lease adjustments (# processed)	100	20	20	20	---
Lease operations 2/ (# actions)	140	140	140	140	---
Utilization licenses (# processed)	7	7	7	7	---
Inspection and enforcement (# inspections)	400	350	400	400	---
Mineral Materials					
Nonexclusive use site designations (# completed)	69	69	69	50	-19
Materials sales/permits (# processed)	2,459	2,400	2,400	2,400	---
Trespass (# cases completed)	35	35	35	42	+7
Nonenergy Minerals					
Pre-lease notices/prospecting permits (# processed)	96	277	260	260	---
Noncompetitive leasing (# processed)	79	40	40	40	---
Classifications and economic evaluation (# of actions)	69	90	90	90	---
Competitive Leasing (# of sales)	9	7	7	7	---
Lease adjustments (# of adjustments)	159	74	74	74	---
Lease operations (# plans processed)	96	58	80	80	---
Inspection and enforcement (# of inspections)	1,520	1,470	1,520	1,520	---
Uranium Operations 3/					
Pre-lease notices/prospecting permits (# processed)	5	5	5	5	---
Lease Adjustments (# processed)	2	---	---	2	+2
Noncompetitive leasing (# processed)	4	1	1	1	---
Lease operations (# plans processed)	4	9	5	5	---

1/ Workload measures in this program may, in some instances, appear slightly reduced from previous years. This apparent reduction reflects tightened reporting requirements which ensure that only completed actions are reported.
2/ Includes well applications, processed including temperature gradient holes.
3/ All workload measures are associated with uranium operations on Indian lands.

Distribution of Change By Object Class

The object class detail for the increase of $262,000 and 1 FTE is as follows:

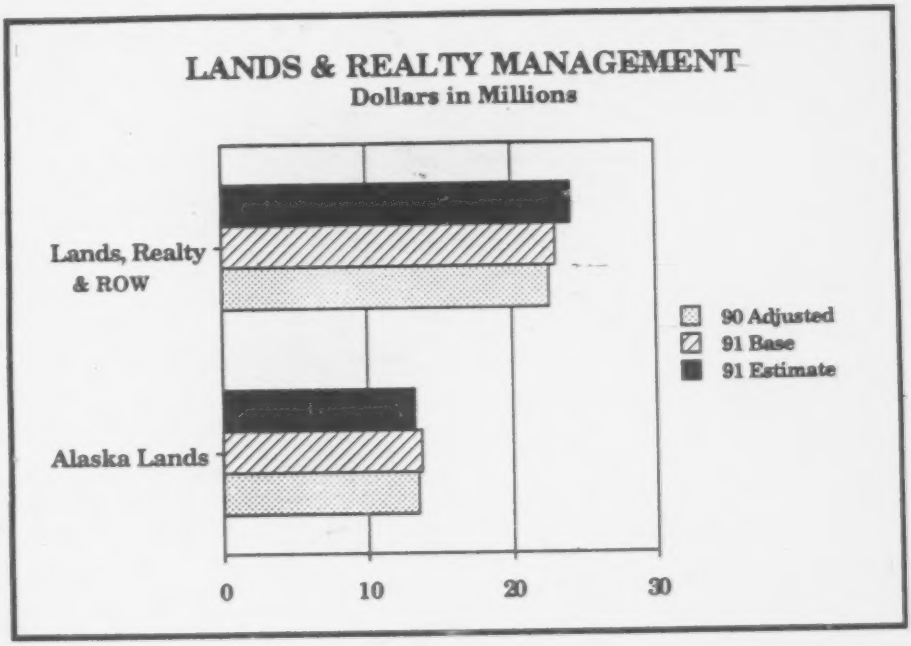
	FTE	Amount
Personnel Compensation	1	$ 32,000
Personnel Benefits		7,000
Travel and Transportation of persons		23,000
Transportation of Things		20,000
Rents, Communications, and Utilities		25,000
Printing and Reproduction		15,000
Other Services		75,000
Supplies and Materials		30,000
Equipment		35,000
Total		$262,000

Activity Summary

Activity: Lands and Realty Management

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Lands, Realty and ROW Management	23,068	22,916	22,597	23,128	24,078	+950
Alaska Lands	13,661	13,661	13,470	13,749	13,181	-568
Total	36,729	36,577	36,067	36,877	37,259	+382



Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Lands, Realty and Rights-of-way Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	22,916	22,597	23,128	24,078	+950
(FTE)	(573)	(573)	(571)	(591)	(+20)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	22,916	-319	22,597

As a result of P.L. 99-177, BLM will defer processing of 40 withdrawal review cases, 25 withdrawal cases, 17 classifications reviews and 81 realty trespass cases.

Authorization

The *Federal Land Policy and Management Act of 1976* authorizes the Secretary:

43 U.S.C. 1711 - to prepare and maintain inventories of all Public Lands (Section 201);

43 U.S.C. 1712(d) - to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications (Section 202(d));

43 U.S.C. 1714(a) - to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or Congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(l) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals (Section 204 (a));

43 U.S.C. 1714(l) - to review certain withdrawals in the 11 Western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews (Section 204(l));

43 U.S.C. 1713 - to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (Section 203);

43 U.S.C. 1715, 1716	- to exchange Public Land if the public interest will be well-served by making that exchange (Sections 205 and 206);
43 U.S.C. 1719	- to convey Federally owned mineral interests to the surface owner (Section 209);
43 U.S.C. 1721	- to convey omitted Public Land to a qualified occupant if it is in the public interest to do so (Section 211);
43 U.S.C. 1732	- to manage the use, occupancy, and development of the Public Land through leases and permits (Section 302);
43 U.S.C. 1733, 1740	- to protect and manage Public Land against willful and knowing violation of regulations, including trespass (Sections 303 and 310); and
43 U.S.C. 1761-1771	- to determine suitability of Public Land for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each rights-of-way (Sections 501 through 511).
30 U.S.C. 185	*Section 28 of the Mineral Leasing Act of 1920*, as amended, authorizes the Secretary to determine suitability of Public Land for oil and gas pipeline rights-of-way.
43 U.S.C. 321-323	The *Desert Land Act of 1877* provides for authority to reclaim arid and semi-arid Public Land of the Western States through individual effort and private capital.
43 U.S.C. 315	The *Taylor Grazing Act of 1934* authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964, and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening.
43 U.S.C. 1601 *et seq*	The *Alaska Native Claims Settlement Act of 1971* authorizes and directs the Secretary to withdraw, to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification and to convey approximately 44 million acres to Alaska Native Corporations.
49 U.S.C. App. 211-213	The *Act of May 24, 1928*, as amended, authorizes the Secretary to lease contiguous unreserved and unappropriated Public Lands (not to exceed 2,560 acres) for a public airport.
43 U.S.C. 687b	The *Act of August 30, 1949*, as amended, authorizes the Secretary to dispose of Public Land and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.
16 U.S.C. 1277	*Section 6(d) of the Wild and Scenic Rivers Act*, as amended, authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

49 U.S.C. 2215 P.L. 97-248	*Section 516 of the Airport and Airway Improvement Act of 1982* authorizes conveyance of lands to public agencies for use as airports and airways.
43 U.S.C. 4321, 4331-4335, 4341-4347	The *National Environmental Policy Act of 1969* requires the preparation of environmental impact statements for federal projects that may have a significant effect on the environment.
16 U.S.C. 460y P.L. 91-476	The *King Range Act of 1970* authorizes the acquisition and exchange of lands in the King Range National Conservation Area.
94 Stat. 3381	*Public Law 96-586 (Burton-Santini Act)* authorizes and directs the Secretary to sell not more than 700 acres of Public Land per calendar year in and around Las Vegas, Nevada, the proceeds which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.
43 U.S.C. 641	The *Carey Act of August 18, 1894*, authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled.
98 Stat. 153 P.L. 98-408	*Public Law 98-408 (Zuni Act)* authorizes the Secretary to acquire, through purchase or exchange, certain private lands and to convey such lands to the Zuni Indian Tribe for religious purposes.
16 U.S.C. 3148 30 U.S.C. 181 note	*Section 1008 of the Alaska National Interest Lands Conservation Act of 1980*, as amended, mandates a review of withdrawals and other types of segregations and establishes a schedule of opening Public Lands to operation of the general land laws, and the mineral leasing and mining laws.
16 U.S.C. 818	*Section 24 of the Federal Power Act of 1920* as amended, allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.
43 U.S.C. 156 P.L. 85-337	The *Engle Act of February 28, 1958*, provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.
P.L. 100-409 43 U.S.C. 1701	The *Federal Land Exchange Facilitation Act of 1988*, allows for the streamline of Federal land exchanges.
43 U.S.C. 869	The *Recreation and Public Purposes Act of 1926*, as amended, authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes.

P.L. 100-648
102 Stat. 3813
43 U.S.C. 869

The *Recreation and Public Purposes Amendment Act of 1988*, provides for suitable Public Land to be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.

16 U.S.C. 1241-1249

The *National Trails System Act of 1968*, as amended, establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold with the receipts to be deposited in the Land and Water Conservation fund.

Objectives

The major objectives of the Lands, Realty and Rights-of-Way program are to:

- Meet the Federal, State, local government and private needs for Public Land or land uses for community expansion, recreation and public purposes, and important economic development by providing land use authorizations, rights-of-way (ROW), land tenure adjustments, land disposals and conveyances;
- Process lands, realty and rights-of-way (ROW) actions on a cost effective basis by collecting the appropriate case processing and monitoring costs and rental payments authorized by statute and implemented by regulations;
- Provide basic and fundamental lands and realty services concerning the Public Land, other Federal Land, and Public Land resources in a timely and accurate manner to the public, State, local and other Federal agencies by informing the public and answering inquiries on the availability, use, status, location, and restrictions of Public Land or land originally part of the public domain;
- Maintain and make available to the public, the Bureau and other Federal agencies official Public Land records, and provide for the operation, maintenance, improvement and storage of the basic Public Land records system of the Federal government;
- Dispose of or convey Public Land tracts that meet specific statutory provisions for disposal or conveyance, or are identified in land use plans for disposal;
- Exchange Public Land tracts in order to meet private, State and Federal agency management needs, to acquire lands with important public values, to improve manageability of public resources, and to eliminate incompatible inholdings consistent with land use plans;
- Abate unauthorized or trespass use on the Public Land by a program of prevention, detection and resolution;
- Monitor use at existing authorized landfills/dumps for adherence to stipulations, and promote disposal of such lands as appropriate;
- Facilitate the development of energy and nonenergy resources in the public interest by prompt processing and granting of ROW's and temporary use permits for facilities over, upon, under or through Public Land and other Federal land;
- Revoke land withdrawals in support of priority land exchanges and other lands, realty, and mineral actions;

- Process new withdrawal applications (made under FLPMA or other authorities such as the Engle Act) and implement Congressional withdrawals for the management and stewardship of Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of lands between Federal agencies, departments and bureaus; and

- Review other agency withdrawals as mandated by FLPMA; complete review of all BLM classification orders; continue review of waterpower and water storage withdrawals; and continue processing and review of withdrawals in Alaska.

Base Program

The Base level for the realty operations, rights-of-way management and withdrawal review and processing program is $23,128,000 and 571 FTE.

Realty Operations

BLM provides basic and fundamental lands and realty services to the public, State, local and other Federal agencies by processing land use authorizations 1/, adjusting tenure through land exchanges (including supportive lands actions for exchanges such as withdrawal revocations), and completing land disposal actions 2/. BLM also operates the system for maintaining the official Public Land records of the Federal government, and responds to public inquiries about Public Land status, use and availability. The Base realty operations program is driven by public demand for realty services and adjustments between workloads occur as shifts in public demand are predicted to occur.

Land Exchanges - At the Base level, approximately $3,200,000 will be used to process land exchanges in support of multiple use resource management decisions. Land exchanges have become an essential method of implementing multiple use management objectives by consolidating land ownership and obtaining resource values of great public significance. These exchanges have been primarily identified and considered in Resource Management Plans and have been determined to be in the public interest by meeting resource objectives for recreation, wildlife, riparian, threatened and endangered species, and wilderness programs.

At the Base level, 234,400 acres of state exchanges and 120,010 acres of private exchanges will be processed. The Base program is driven by state and private proposals for exchanges that have been identified in land use plans and support multiple use resource management objectives identified in plans. In many of the States, as remaining entitlements under the state indemnity selection statutes approach completion, state governments and proposing land exchanges to meet resource development opportunities and to consolidate their land holdings.

1/ The category of land use authorizations also includes: (1) the lease or conveyance of land to State and local government agencies and non-profit entities under the Recreation and Public Purposes Act, (2) granting use authorizations to non-Federal entities under Section 302(b) of FLPMA, and (3) granting rights-of-way under Title V of FLPMA, Section 28 of the Mineral Leasing Act (MLA), and Title 23 of the U.S. Code (the Federal Highway Act).

2/ Land disposal is the patenting (transfer of ownership) through sale under Section 203 of the Federal Land Policy and Management Act or other conveyance authorities such as the Desert Land Act or Airport and Airways Act.

The following table identifies planned exchange workload in 1991; however, it does not take into account the full workload involving preliminary identification, early negotiations, and planning for specific exchanges. Because each individual exchange involves a variety of complex factors and circumstances, the resource objectives, acreages and values of the offered and selected lands vary as exchange proposals are processed. This sometimes has resulted in decreased acreages actually exchanged within the Base program.

The Federal Land Exchange Facilitation Act (FLEFA) of 1988 (P.L. 100-409) provides for uniform regulations pertaining to negotiations, land appraisals and value resolution in the land exchange process. Regulations were published as proposed rules in August, 1989 and are scheduled to be issued as a final rule in late 1990. Implementation of the provisions of FLEFA will provide additional opportunities to complete smaller, private exchanges within the Base program. The FLEFA regulations provide guidance for processing exchanges in 1991.

Within the 1991 Base program the following exchange activities are currently planned:

	State Exchanges		Private Exchanges		
State	Acres	Number of Exchanges	Acres	Number of Exchanges	Total Estimated Cost
Arizona	111,700	4	22,000	4	$ 650,000
California	3,700	8	22,500	23	335,000
Colorado	1,400	1	1,550	7	370,000
Idaho	36,300	3	2,010	3	307,000
Montana	13,800	3	32,100	6	338,000
Nevada	5,200	2	0	0	172,000
New Mexico	45,000	3	22,400	4	530,000
Oregon	1,000	1	9,950	6	393,000
Utah	16,000	3	2,800	9	9,000
Wyoming	300	1	4,700	2	96,000
Total	234,400	29	120,010	64	$3,200,000

Land Disposals - The BLM plans to convey 6,000 acres of Public Land to State governments under the State Indemnity Program in 1991. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association.

Public Land sale offerings under the authority of Section 203 of FLPMA are planned to continue at 8,000 acres in 1991. The Base program provides for anticipated interest in the sale of Public Lands. Decreased public interest occurs because the most desirable tracts have already been sold, and the general economic market for rural, vacant lands has decreased.

The Base program supports a continued emphasis on land sales under the Burton-Santini Act, which provides for the offering for sale of 700 acres annually in Clark County, Nevada.

At the Base level, 100 Desert Land Entry (DLE) applications will be resolved. The Base program continues a minimal level of processing for DLE cases as a result of emphasis on higher priority workloads supporting multiple-use objectives such as completing exchanges, processing of permits and other types of conveyances.

UNAUTHORIZED USE

Unauthorized dumping of trash on the Public Lands is an eyesore and a health hazard.

Land Use Authorizations - Land use authorizations under FLPMA Section 302(b) provide for private use of Public Land through lease, permit or easement authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide authorizations needed to meet public demand for uses of Public Land. At the Base level, 231 leases or permits would be issued which maintains a relatively stable response to the public demand for these types of permits.

LAND USE PERMITS

A western movie set on the Public Land is just one of the many varied uses that requires a land-use permit.

BLM also responds to local and State government demands for community expansion and new public facilities in a timely fashion, primarily through use of Recreation and Public Purposes Act (R&PP) authorizations. At the Base level, 159 R&PP leases will be processed. Regulations implementing the Recreation and Public Purposes Amendments Act (P.L. 100-648) will be developed in 1990.

Official Land Records - The operation, maintenance and improvement of the official Public Land records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of the lands and realty program. These historic and current records amount to over 1 billion pieces of information and are made available to the public, local and state governments, other Federal agencies, and for BLM management purposes. The workload in the Base program is not measured by conventional workload accomplishments, but is reflected in the availability of the Public Land records for public use, and the responsiveness of BLM employees to the general information requests about Public Land status, use and availability. Other BLM programs (e.g recreation, oil and gas, and mining law administration) also provide direct public assistance about Public Land; however, the basic records and their use by other programs and the general public is primarily a function of the lands and realty activity.

Every BLM office makes basic Public Land records available for the public to review. The Base program provides for continued maintenance of manual paper record system including master title plats, historical indices of lands actions, copies of patents, and other pertinent (and often historic) documents about the Public Land and land formerly in the "Public Domain" but now in private ownership. In addition, every BLM program requires accurate information about Public Land availability, status, and use authorizations such as information about mineral leases, use, and availability.

Improvement and automation of the Public Land records system is underway through implementation of the Automated Land and Mineral Records System (ALMRS). The BLM lands and realty program, as all other Bureau programs that depend on accurate and up-to-date land records, will become more efficient and effective as ALMRS is implemented. In addition, the existing manual, microfilm, and paper records systems available in most offices will be automated and become more accessible and usable by the public and by BLM programs.

Until ALMRS is implemented Bureauwide, however, the responsibility for maintaining the existing land records system continues to be funded through the lands and realty Base program level. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and input into the On-line Case Recordation and Access (ORCA) system for the ALMRS lands data base is a responsibility within the lands program. Updating of data elements and records on an individual case file basis occurs as each current action is completed in the normal course of lands case processing.

Rights-of-way:

The rights-of-way (ROW) component of the program is funded from a combination of appropriated funds and from fees paid by applicants wishing to use the Public Land for ROW purposes. These fees are made available for use by the BLM through the "Service Charges, Deposits, and Forfeitures" (SCDF) indefinite appropriation to help offset BLM's cost of processing the ROW authorizations. Due to the "reasonableness criteria" of FLPMA (Section 304(b): 43 U.S.C. 1734(B)), some ROW applicants receive a partial waiver of the fees, and others receive a total waiver.

The ROW workload is divided between casework and noncasework functions. Noncasework actions include functions such as pre-application review, corridor

planning, research, managerial direction, training, and other aspects of program management not directly associated with a specific case. All noncasework activities are funded from the MLR appropriation account.

Casework is the primary workload in the ROW program. Casework includes the response to an application, including preliminary investigations, assessments, appraisals, development of special stipulations, issuance of the ROW grants and/or temporary use permits, and monitoring. Applicants for these uses include individuals, corporations, public and private utilities, associations, and state and local governments. They apply to use the Public Land for a wide range of projects, such as the construction and operation of petroleum pipelines, power lines, energy development and distribution facilities, roads, communication sites, ditches, hydro-electric facilities, and water pipelines. In some cases, the applications are made to authorize an existing but previously unauthorized use.

Casework also includes compliance and monitoring. This is the effort to ensure that the project authorized is constructed and operated in accordance with the terms and conditions of the authorization, including the law, regulations and the granting document. Monitoring and compliance often include construction-site visits and post-construction inspections.

The Base program continues with the processing of ROW applications in as responsive manner as possible, while considering the public demand for other land use authorization priorities. The Base program provides for 2,175 grants to be issued; however, 2,575 cases are estimated to be filed.

Withdrawal Processing and Review:

FLPMA requires land withdrawal and classification reviews to ensure that there are no unnecessary closures to appropriate Public Land uses. FLPMA section 204(l) mandates a comprehensive 15-year review of most withdrawals of Federal lands in the 11 Western States, exclusive of Alaska. The FLPMA review was to be completed by 1991. Given the continuing effects of the National Wildlife Federation lawsuit on this effort since 1985, BLM will not be able to meet the 1991 deadline for withdrawal reviews. The Base program does, however, include continued processing of high priority withdrawals, classification actions and withdrawal processing in Alaska in support of other lands and program actions.

The Base level allows for the processing 70 withdrawals, composed of 50 new withdrawals and 20 withdrawal revocations, to protect Public Land resources and other Federal capital investments, and to facilitate the transfer of jurisdiction of lands between Federal agencies, Departments and Bureaus.

The *National Wildlife Federation (NWF) v. Burford, et al.*, lawsuit on land classification and withdrawal reviews is expected to continue to impact the program workload even though the District Court issued an order in November 1988 that vacated the preliminary injunction (PI) and dismissed the case based on NWF's lack of standing. However, on June 20, 1989, the U.S. Court of Appeals reversed the District Court's dismissal of the case. On January 16, 1990, the Supreme Court agreed to hear the government's appeal of the June 20 1989 Appellate Court decision which overturned the lower court's dismissal based on NWF's lack of standing to sue. This litigation will continue to delay withdrawal reviews.

The Base level withdrawal review workload for 1991 consists of the review of high priority withdrawals based on coordination with other Federal agencies. Successful completion of this schedule depends on the ability of other agencies to make timely submissions of their withdrawal rejustifications. At the Base level, 100 withdrawal reviews will be processed. At this level of program accomplishment, 2,500 cases involving an estimated 14.5 million acres remain to be reviewed in future years. This will result in the continued unavailability of certain Public Land to other multiple resource uses.

Classification actions, under a variety of public land laws, originally segregated over 170 million acres either partially or wholly from entry under the public land laws and in some cases, from mining and mineral leasing purposes. The Base program includes funding for five high priority classification reviews. These will be conducted to ensure that there are no unnecessary closures to multiple-use activities due to obsolete or unneeded land classifications on the Public Land.

Withdrawal processing and review in Alaska will continue including the review of Federal holdings pursuant to Section 3(e) of ANCSA. This workload includes processing of new withdrawals which are an integral part of the entire State and Native conveyance program and subsequent revocations which may be required. Withdrawal processing and review priorities in Alaska are driven by the State and Native conveyance program and determined within the Patent Plan Process.

Waterpower activities involve the identification and evaluation of Federal lands with significant water and power potential. At the Base level, 15 waterpower cases will be reviewed. This review will provide land managers with information to ensure that potential water and power site information is included in land use plans.

Increase from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	23,128	24,078	+950
(FTE)	(571)	(591)	(+20)

The 1991 Estimate level is an increase of $950,000 and 20 FTE. The increase will be used for processing land exchanges in support of BLM's multiple-use programs. The increase is needed to complete priority land exchanges that directly support the initiatives of *Recreation 2000* and *Fish and Wildlife 2000*, and which are identified in completed land use plans.

The increase will be used for completing an additional 36,000 acres of State exchanges and 36,000 acres of private exchanges involving 35 additional exchange proposals. The total exchange program in 1991 would be 426,000 acres. The exchange increase is shown in the following table:

	State Exchanges		Private Exchanges		
	Acres	Number of Exchanges	Acres	Number of Exchanges	Total Estimated Cost
Base Program	234,000	29	120,000	64	$ 3,200,000
Increase	+36,000	+11	+36,000	+24	+950,000
Total	270,000	40	156,000	88	$ 4,150,000

These additional exchange acreages are achieved in part due to implementation of the Federal Land Exchange Facilitation Act (FLEFA) of 1988. FLEFA permits the streamlining of land exchange procedures, and assures that there are uniform regulations pertaining to land appraisals and value resolution in the land exchange process. The implementation of FLEFA is anticipated to increase the demand, interest and diversity of exchanges in 1991. The FLEFA

regulations will be finalized in 1990 and the procedures are anticipated to increase demand for initiating exchanges with State governments. In addition, FLEFA will expand options for processing exchanges, primarily involving negotiations at the early stages of proposal development, by providing uniformity in appraisal standards and defining a process for reaching agreements on proposal values.

In addition, withdrawal review actions will be needed to correspond with the number of land exchange actions. It is anticipated that 20 new withdrawal revocation processing cases will be processed in support of multiple-use land exchanges. Land exchanges often require time-consuming land withdrawal revocations or modifications before the exchanges can proceed, and the subject lands can be transferred free of encumbrances.

Lands, Realty and Rights-of-way Management

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Recreation and Public Purposes (R&PP) leases and patent applications (# cases)	153	159	159	159	---
State indemnity selections (000s acres)	6	6	6	6	---
Exchanges (000s acres):					
State	64	77	234	270	+36
Private	241	193	120	156	+36
Permits (# cases)	929	231	231	231	---
Desert land entries (# cases)	144	100	100	100	---
Public land offered for sale (000s acres)	8	8	8	8	---
Burton-Santini Act offers (acres)	200	700	700	700	---
Realty Trespass (# cases)	1,052	1,000	1,081	1,081	---
R/W Grants Issued:					
(# of cases processed)					
- Minor	2,648	2,150	2,150	2,150	---
- Major	15	25	25	25	---
R/W Cases Processed: (# of cases processed)	2,565	2,575	2,575	2,575	---
R/W Trespass (# of cases processed)	234	200	200	200	---
Withdrawal processing (# cases)	95	70	90	90	---
Withdrawal review (# cases)	140	100	140	140	---
Classification review (# cases)	22	5	22	5	-17
Waterpower (# cases)	15	15	15	15	---

Distribution of Change by Object Class

The object class detail for the proposed increase of $950,000 and 20 FTE is as follows:

	FTE	Amount
Personnel compensation	20	$640,000
Personnel benefits		120,000
Travel and transportation of persons		40,000
Transportation of things		30,000
Rent, Communications, and Utilities		20,000
Other services		50,000
Supplies and Materials		30,000
Equipment		20,000
Total		$950,000

Justification of Program and Performance

Activity: Lands and Realty Management
Subactivity: Alaska Lands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	13,661	13,470	13,749	13,181	-568
(FTE)	(279)	(279)	(278)	(274)	(-4)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	13,661	-191	13,470

As a result of P.L 99-177, BLM will be deferring pre-planning conveyance of some actions within geographic areas referred to as "windows" of the Patent Plan Process which will result in 100,000 fewer acres being available for conveyance in future years.

Authorization

48 U.S.C. Chap. 2 note P.L. 85-508	The *Alaska Statehood Act of 1958* as amended, provides for the admission of the State of Alaska into the Union and authorizes and directs the Secretary of the Interior to convey approximately 104.5 million acres to the State.
43 U.S.C. 1601 *et seq.* P.L. 92-203	The *Alaska Native Claims Settlement Act of 1971*, as amended, authorizes and directs the Secretary to withdraw, 1/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification, and to convey approximately 44 million acres to Alaska Native corporations. The Act also provides broad exchange authority to facilitate the purpose of the Act.
16 U.S.C. 3101 *et seq.* P.L. 96-487	The *Alaska National Interest Lands Conservation Act of 1980*, as amended, provides for the designation, management, and conservation of certain Public Lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes. The Act also contains broad exchange authority to facilitate the purposes of the Act.

1/ Under various Public Land Orders, Public Lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the Public Land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended (30 U.S.C. 181-287).

43 U.S.C. Chap. 270	The *Indian Allotment Act of 1906*, as amended, provided up to 160 acres to be conveyed to Alaska Natives.
43 U.S.C. 1701 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* authorizes the Secretary:
43 U.S.C. 1711	- to prepare and maintain inventories of all Public Lands (Section 201);
43 U.S.C. 1713	- to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (Section 203);
43 U.S.C. 1716	- to exchange Public Land if the public interest will be well served by making that exchange (Section 206);
43 U.S.C. 1719	- to convey Federally-owned mineral interests to the surface owner (Section 209);
43 U.S.C. 1721	- to convey omitted Public Land to a qualified occupant if it is in the public interest to do so (Section 211);
43 U.S.C. 1732	- to manage the use, occupancy, and development of the Public Land through leases and permits (Section 302);
43 U.S.C. 1733	- to protect and manage Public Land against willful and knowing violation of regulations, including trespass.
43 U.S.C. 869	The *Recreation and Public Purposes Act of 1926*, as amended, authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency;
43 U.S.C. 687b	The *Act of August 30, 1949*, as amended, authorizes the Secretary to dispose of Public Land and certain withdrawn Federal land in Alaska that are classified as suitable for housing and industrial or commercial purposes;
16 U.S.C. 1277	Section 6(d) of the *Wild and Scenic Rivers Act of 1968* authorizes the Secretary to exchange or dispose of suitable Federally owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System;
49 U.S.C. 2215 P.L. 97-248	Section 516 of the *Airport and Airway Improvement Act of 1982*, authorizes conveyance of lands to public agencies for use as airports and airways;
43 U.S.C. 4321, 4331-4335, 4341-4347	The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment;

45 U.S.C. 1201
P.L. 97-468

The *Alaska Railroad Transfer Act of 1982*, authorizes the Secretary of Transportation to transfer rail properties of the Alaska Railroad to the State of Alaska.

Objectives

The major objectives of the Alaska lands program are to:

- Utilize the Patent Plan Process to transfer land title to Native corporations and the State of Alaska;
- Process Native allotment parcels in Alaska to the point of approval for survey, and issue certificates (patents) to qualified Alaska Native allotment applicants after survey;
- Conduct land exchanges using FLPMA as well as other unique Alaska exchange authorities to improve the overall land management pattern for the Department of Interior in Alaska;
- Process other lands cases (i.e., R&PP Authorizations and Alaska Settlement Claims) in order to expedite the conveyance of lands to the State of Alaska, municipalities, local governments, Native corporations, and individuals;
- Complete actions resolving title conflict on townsite lands;
- Continue authorization for leases, permits and other non-right-of-way realty actions;
- Manage easements reserved under ANCSA, and continue priority implementation of the ANCSA Section 17(b) Easement Management Program;
- Continue the development of automated land and mineral records system to meet the needs of Alaska conveyance and land management programs, and integrated with the Bureauwide ALMRS initiative; and
- Continue a program of trespass inventory, recordation and abatement of realty trespasses in Alaska.

Base program

The Base funding level for the Alaska lands program is $13,749,000 and 278 FTE.

The Base program in Alaska primarily is composed of the Patent Plan Process workloads and other realty actions associated with Public Land use authorizations.

Patent Plan Process:

The priority emphasis of the Alaska lands program is support to complete title transfers to the State of Alaska and Native corporations through the Patent Plan Process. The Patent Plan Process was initiated in 1986, to improve the efficiency of land title adjudication and cadastral surveys, and thereby increase the number of acres patented to the State and Native corporations.

The Patent Plan Process is a multi-year program planning process (3 to 5 years) to facilitate the survey of lands and transfer of title to Native corporations and the State of Alaska. The plan calls for the annual

identification of future work in geographic areas, or "windows." This allows a concentrated effort to complete all needed lands adjudication of inholdings in the "window" prior to initiating cadastral survey of the "windows". This planning provides for the most efficient and cost effective manner practical.

In annual requests, the State of Alaska and the Native corporations identify the priority lands they wish to have patented in coming years. Historically, large acreages were initially transferred to the State by Tentative Approvals (TAs) and to Native corporations by Interim Conveyances (ICs). The State continues to emphasize increased issuance of patents on their identified priority lands rather than large acreages transferred by Tentative Approval. The Tentative Approval and Interim Conveyance approach was once used to provide an initial acknowledgment of the decision to transfer lands to the State and to Native corporations. It was recognized at the time that additional work would be necessary prior to final patenting of these lands. This continuing additional workload includes the adjudication of inholdings in larger transfer areas, Native allotments, mining claims, and other land claims actions, and the necessary completion of cadastral survey work prior to issuance of patent.

At the Base level, the program will continue to emphasize transfer of lands by patent rather than by Interim Conveyance or Tentative Approval, and transfer a projected 2.7 million acres of lands to Native corporations and 2.8 million acres to the State. A variety of circumstances result in a shift of total acreage between the State and Native corporations. The decrease in acreage to be patented to Native corporations at the Base level is due, in part, to increased complexity of the adjudication process, increased numbers of Native allotments, and the planning of the "windows" from previous years, which resulted in a higher level of State lands brought forward for adjudication and patenting in 1991 as compared to Native Corporations.

The resolution of Native allotments is complex, requires more expensive field time in the logistically complex Alaska work environment and requires extra coordination efforts with the Native allottees. At the end of 1988, approximately 6,900 Native allotment parcels were awaiting survey and issuance of final certificates. At the Base level, 800 Native allotments would be processed, reflecting continued emphasis on resolution of Native allotments in 1991.

The Patent Plan Process will continue to involve the resolution of "Aguilar hearing cases," another type of Native allotment. "Aguilar hearing cases" involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings by BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee. At the Base level, 10 "Aguilar hearing cases" will be resolved.

At the Base level in 1991, the State of Alaska will receive patent and tentative approval to an additional 2.8 million acres bringing the total acres patented to an estimated 38.1 million acres (36% of the total lands to be patented). Tentative approved lands remaining to be patented will amount to over 50 million acres. Alaska Native corporations will receive patent and interim conveyance to an additional 2.7 million acres bringing the total acres patented to an estimated 12.2 million acres (28% of the total lands to be patented). Interim conveyed lands remaining to be patented amount to over 26 million acres.

The Projected Alaska Conveyance Schedules are:

(Acres in millions)

Native Corporations	1987 1/	1988	1989	1990	1991 Base
Interim Conveyances Annually	0.5	0.5	0.5	0.5	1.0
IC Lands Remaining to be Patented.	29.8	28.0	27.9	26.9	25.9
Patent 2/					
Annually	0.2	1.6	0.8	3.0	1.7
Cumulative Total	5.1	6.7	7.5	10.5	12.2
State					
Tentative Approval Annually	0.9	0.6	0.4	0.2	0.3
TA Lands Remaining to Be Patented	54.8	51.0	50.6	50.4	50.1
Patent 2/					
Annually	2.3	2.7	1.3	0.6	2.5
Cumulative Total	31.0	33.7	35.0	35.6	38.1

1/ Numbers adjusted in 1987 to reflect the submerged lands review of chargeability of certain lands conveyed to Native corporations.

2/ Patent acreage is directly dependent on acreage surveyed.

Other Realty Actions

Automation - Work is underway to develop the Automated Land and Mineral Record System (ALMRS) for Alaska to support the land conveyance and minerals programs. ALMRS development in Alaska ensures compatibility and integration with the Bureauwide ALMRS development efforts.

Easements - Section 17(b) of the Alaska Native Claims Settlement Act of 1971 (ANCSA) authorizes the Secretary to reserve certain public easements across Native lands in Alaska. Easements are reserved at the time of conveyance in the conveyance document. The location, width, and authorized uses for the easements are specifically identified. The Native corporations have asked the Federal Government to specify the management principles to be applied to these easements and the responsibilities of each party in monitoring and regulating use. In addition, various Federal agencies other than BLM are concerned with the management of those easements providing access to land under their jurisdiction. A coordinated effort by NPS, FWS and BLM has inventoried the easements. At the Base level, priority easements will be located and marked with emphasis first on identifying access to high-use areas.

Realty Actions - The resolution of townsite issues in 48 open townsites involves adjudication, cadastral survey, and realty field work, to support the BLM Townsite Trustee. At the Base level, high priority areas will be addressed. In 1989, 10 townsites were closed and approximately 200 trustee deeds were issued. The program is projected to continue at approximately this level in 1991 resulting in the closure of 10 townsites, and issuance of 200 deeds.

Exchanges - Exchange proposals are being considered by various Native corporations, the State of Alaska and other land owners in Alaska. In addition, land use plans being completed by the BLM and other agencies contain potential exchanges which may enhance the management of public and private lands. The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate their management objectives. Congress has provided unique exchange authorities for lands and interests in lands in Alaska, and has directed the Secretary to use those authorities in resolution of land tenure disputes in Alaska. At the Base level, only high priority land tenure adjustment cases will be processed, deferring lower priority workloads to future years.

Decrease from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	13,749	13,181	-568
(FTE)	(278)	(274)	(-4)

The 1991 Estimate level is a decrease of $568,000 and 4 FTE. At the 1991 Estimate level, 2.7 million acres will be conveyed to Native Corporations and 2.8 million acres will be conveyed to the State. This maintains a level program of conveyance to both the State of Alaska and to Native corporations. Certain lands casework involved with the Patent Plan Process, however, will be deferred. The deferred casework includes field examinations, case review and adjudicative review of selections within the Patent Plan "windows". These deferred cases are in the early stages of the Patent Plan Process. The results of this deferred casework will be to convey less acreage in 3 to 5 years. The proposed funding level will also reduce discretionary, lower priority land use authorizations by 10 permits or leases.

Alaska Lands Workload Accomplishments

The planned workload accomplishments for 1989, 1990 adjusted, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Native conveyances (million acres)	0.9	3.1	2.7	2.7	---
State conveyances (million acres)	1.7	0.8	2.8	2.8	---
Native allotments (parcels)	750	800	800	800	---
Land use authorizations (cases)	158	130	130	120	-10
Land tenure adjustments 1/ (cases)	30	26	20	20	---
Unauthorized use (cases)	7	12	12	12	---

1/ These cases include exchanges, FLPMA sales, Alaska Settlement Claims, jurisdictional transfers, and title resolution (e.g., Aguilar Hearing Cases).

Distribution of Change by Object Class

The object class detail for the proposed decrease of $568,000 and 4 FTE is as follows:

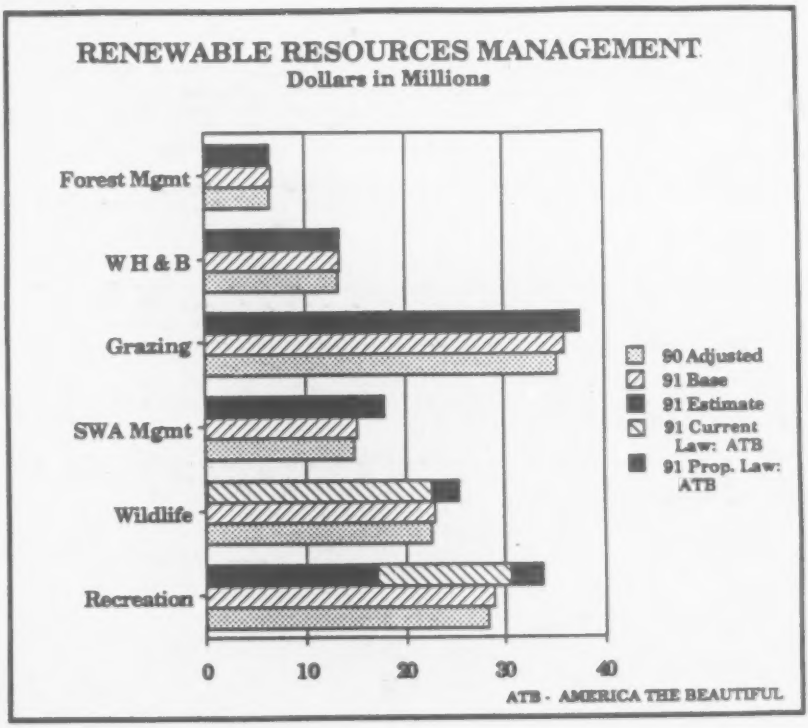
	FTE	Amount
Personnel compensation	4	$128,000
Personnel benefits		26,000
Travel and transportation of persons		90,000
Transportation of things		80,000
Rent, Communications, and Utilities		60,000
Other services		104,000
Supplies and Materials		50,000
Equipment		30,000
Total		$568,000

Activity Summary

Activity: Renewable Resources Management

(dollars in thousands)

Subactivity	1989 Actual	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Current Law						
Forest Management	6,685	6,674	6,581	6,718	6,612	-106
Wild Horse and Burro Management	14,560	13,598	13,408	13,548	13,548	---
Rangeland Management	34,600	35,796	35,296	36,080	37,558	+1,478
Soil, Water and Air Management	14,471	15,146	14,935	15,181	18,024	+2,843
Wildlife Habitat Management	19,985	22,927	22,607	22,993	22,607	-386
Recreation Management	25,160	28,749	28,348	28,941	30,102	+1,161
Total	115,461	122,890	121,175	123,461	128,451	+4,990
Proposed Law:						Inc./Dec. Cur. Law
America the Beautiful					[43,539]	[+6,920]



Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Forest Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	6,674	6,581	6,718	6,612	-106
(FTE)	(130)	(130)	(129)	(129)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	6,674	-93	6,581

The 1990 reduction pursuant to PL 99-177 will be achieved by reducing the volume to be offered for sale by 2.7 million board feet (MMBF). The entire program reduction is in reduced timber sale offerings as this will not compromise future harvests and it is reflective of the new P.D. Forest Management Policy which provides for a "balanced" level of outputs.

Authorization

43 U.S.C. 1711, 1732 P.L. 94-579	The *Federal Land Policy and Management Act of 1976*, provides for management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, an inventory of Public Land resources and other values.
16 U.S.C. 594 P.L. 67-315	The *Timber Protection Act of 1922* provides for the protection of timber from fire, disease, and insects.

Objectives

A new Public Domain Forest Management Policy was approved by the BLM Director in October 1989. This new policy statement provides the framework for the managing of the forest management program in the 11 western states except for lands in western Oregon. The program objectives which are reflected in this new policy are:

- Use the Bureau planning system to determine specific forest land management objectives and uses;
- Implement practices and investments which are reflective of the long term cycle of forest management and which lead to maintaining the desired forest ecosystems;

- Maintain future harvest levels by giving priority to the accomplishment of reforestation of current harvest areas;
- Eliminate the reforestation backlog;
- Conduct an efficient forestry program which provides public service and multiple-use benefits as well as manages the higher productivity lands in order to increase the output of forest products;
- Maintain the forest resource inventory for the purpose of determining land use planning objectives and appropriate harvest levels;
- Meet public needs for commodity and noncommodity benefits and uses;
- Adjust annual sale offerings to correspond with public demand and local market conditions while maintaining the concepts of sustained yield;
- Receive fair market value for the sale of forest products; and
- Prevent, investigate, and eliminate unauthorized use.

Base program

The 1991 Base level for Public Land Forest Management is $6,718,000 and 129 FTE.

This program provides for the management and development of 1.8 million acres of commercial forest lands (CFL) outside of western Oregon which are capable of producing at least 20 cubic feet of timber per acre per year. The CFL acres are the source of commercial sawlogs harvested from the Public Land. Additional products, such as fuelwood, posts, and poles, are sold from CFL acres where there is a market for these products. An additional 20 million acres of Public Land are managed specifically for woodland values. These woodlands are plant communities which generally occupy more arid sites than the CFL and are primarily comprised of tree species or sizes that are suitable for non-sawlog products. Woodlands are the source of a variety of products such as fuelwood, posts/poles Christmas trees and pine nuts.

All BLM forest lands outside of western Oregon are managed under the authorities and requirements of the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's forest land policy, which is based on this Act, requires management of these lands under multiple-use principles. The new PD Forest Policy statements emphasize overall forest land management while providing for commercial timber and other forest product harvests. The most significant changes in the new policy statements are those which require reforestation to be kept current with timber harvest and the importance of funding to meet public demand. During 1990, implementation guidelines will be developed for the policy.

The policy supports use of the planning system as a tool in developing long term forest management objectives for the various uses of the land. Decisions concerning biological diversity, noncommercial species values, and/or forest age and size distribution are encouraged, as are the use of forest product harvest, prescribed fire, or other means to achieve desired forest ecosystems. The policy stresses that forest lands benefit society in two ways, by providing forest products and by providing less tangible benefits such as wildlife habitat, recreation, or improved water quality. One benefit should not take dominance over others until careful thought is given to long range planning and program direction.

Under the principles of multiple-use, sustained yield, and environmental protection, it is BLM policy to serve as good stewards of the public forests and woodlands. Even if the BLM does not sell timber or woodland products, the responsibility to provide an appropriate level of stewardship management remains. This responsibility consists of providing basic protection of the timber resource, including trespass abatement, insect and disease control, and prevention of permanent impairment or the productivity of the land. It involves a minimum level of inventory and meeting the public demand for information. It also requires the BLM to respond to the need for timber removal for rights-of-way or other activities which are incidential to forest management.

Commercial Forest Land Management

Commercial forest land management is practiced on the most productive 1.2 million acres of commercial timber lands, located primarily in California, Colorado, Idaho, Montana, eastern Oregon, and Wyoming.

The primary focus of the timber program is to manage commercial forest land (CFL) which is available for harvest to provide for the production and sale of timber as raw material to mills and other end product users. The CFL available for harvest has an estimated annual allowable sale quantity (ASQ) potential of 76.0 million board feet (MMBF). Due to a lack of strong demand in some areas, the level of sale offerings has been below the ASQ. Improved market conditions nationwide and the reduced timber supply in the Pacific Northwest due to the issues associated with the northern spotted owl and old-growth, may create a demand to offer the full ASQ in the near future.

The following table shows the distribution of commercial forest land and ASQ by State:

COMMERCIAL FOREST LAND

State	Total Commercial Forest Land (thousands of acres)	Operable Commercial Forest Land (thousands of acres)	Allowable Sale Quantity (MMBF)
California	178	142	12.5
Colorado	480	174	11.9
Idaho	322	276	16.5
Montana	420	265	11.0
Oregon (E.) 1/	254	220	17.4
Wyoming	210	149	6.7
Total	1,864	1,226 2/	76.0

Timber harvest is also used as a tool to obtain or facilitate the following multiple-use benefits of forest land management:

- Development of desired ecosystems and maintenance of biological diversity for wildlife, threatened and endangered plant and animal species which is in support of BLM's *Fish and Wildlife 2000* initiatives as well as recreation benefits.

1/ Excludes public domain forest land intermingled with the Oregon and California Grant Lands in western Oregon.

2/ Approximately 638,000 acres have been withdrawn from the CFL base for wilderness review, protection of other resource values, topographic limitations, accessibility, fragile sites, etc.

- Construction and maintenance of roads which provide public recreation access in support of BLM's *Recreation 2000* initiative and improved access for fire presuppression and control;

- Increased waterflow from managed watersheds;

- Perpetuation of healthy forests, i.e., fire presuppression and insect and disease control; and

- Creation and/or maintenance of habitat and forage for wildlife and livestock.

Full implementation of the new policy would maximize the opportunity for attainment of these benefits

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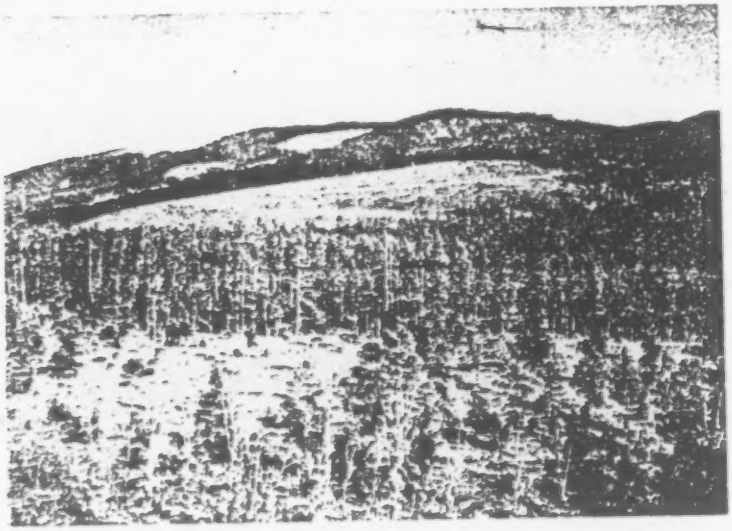

HABITAT DIVERSITY

Properly designed timber harvest enhances wildlife habitat diversity.

Timber Sale Process

The major elements of the commercial forest management component are interdisciplinary timber sale planning, sale preparation and sale administration.

- Planning identifies the need for physical and legal access, cadastral survey requirements, and completes the environmental analysis.

- o **Preparation** includes sale layout, access acquisition, road design, timber cruising and appraisal, contract preparation and sale advertising.

- o **Administration** involves conducting the sales, awarding the contracts and contract administration to ensure compliance with the terms of the timber sale contract.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, interdisciplinary inventory and analysis, and trespass abatement.

At the 1991 Base funding level, approximately 63 MMBF of timber could be offered for sale. Each timber sale is analyzed to determine if the return to the Government exceeds the costs of holding the sale and modifications to the sale proposal are made where possible to decrease costs or increase revenue. No sales will be held except when other benefits far outweigh the loss in revenue. Disposal of below cost commercial timber will only occur: 1) where the forest has been infected by insects or disease and harvest is the required tool to stop the infestation; or 2) to facilitate other activities such as wildlife habitat enhancement or rights-of-way and the sale of the timber is a method of salvaging some value as a result of another type of project.

Reforestation and Forest Development

Forest development is an integral part of the commercial timber program which provides silvicultural practices needed to achieve sustained yield and support the allowable harvest. Reforestation is generally required to promote regeneration of trees after harvest and to ensure that the new forest will contain desirable timber species. Brush and debris piling with tractors and prescribed burning for site preparation are often required to prepare sites for reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other plant species which tend to proliferate in newly cut areas. Later, precommercial thinning may be necessary to remove excess trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand.

Reforestation and forest development provides additional multiple-use benefits:

- the rapid establishment of a new forest can hasten attainment of multiple-use and biological diversity management objectives;

- soil protection and the maintenance of water quality; and

- mitigation of regional and global climatic change.

Additionally, the increased efforts to reduce current and backlog reforestation efforts would increase forested acres. Forests experience substantial net biomass growth which sequesters carbon thereby functioning as "sinks" for atmospheric carbon, the build-up of which is thought to contribute to global warming. Full implementation of the new forest policy would maximize the opportunity for attainment of all of these benefits.

An analysis of forest development needs in 1984 indicated that backlogs of reforestation and timber stand improvement have developed through the years. These backlogs were caused by several factors. Fire and insects have destroyed many stands which have not been rehabilitated. Reforestation techniques employed before the 1970's had a higher failure rate than current techniques. Reliance on natural regeneration for some areas during this period also proved to be unsuccessful. Improved knowledge about reforestation techniques and stocking levels has greatly reduced reforestation failures.

Additional funding in recent years targeted for backlog reduction has allowed BLM to analyze the situation and begin a gradual reduction in reforestation backlog acreage. The reforestation backlog has been reduced to approximately 10,000 acres, down from the initial 20,700 acres identified as backlog in 1985. Overall forest development capability continues to decline due to increased treatment and other program management costs.

PRECOMMERCIAL THINNING

In addition to enhancing growth, thinning in lodgepole pine increases tree vigor which in turn helps the trees to resist insect and disease attacks.

The results of a 1989 review of the reforestation backlog efforts indicate the 1992 goal will not be met for the following reasons:

- When the special funding started, the required level of base funding for meeting current reforestation and forest development needs were not identified.
- The cost of treatments was underestimated and cost increases to complete new treatment projects have occurred.
- To minimize the creation of new backlog, the current reforestation and forest development treatments have been given higher priority for available dollars than the backlog.
- Drought conditions throughout large areas of the west in recent years have resulted in numerous plantation failures. An anticipated or expected level of normal planting failure was not considered when the original estimates were developed.

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The program review conducted in 1989 also revealed:

- Inconsistent interpretation of backlog criteria resulted in a tabulation of needs and accomplishments that were not completely reliable.
- There are additional "non-backlog" reforestation opportunities such as unreclaimed wildfire areas and new areas acquired through land exchange that were either understocked or unstocked.
- Additional backlog acres have "come-on-line" since 1985. These are areas on which reforestation treatments had been accomplished but were in their "waiting period" pending a determination as to whether the treatments were successful during the prescribed period of time.

Further analysis during 1990 will clarify the backlog definitions and the BLM's progress toward reaching the reforestation goal. This analysis will then ultimately result in the development of a schedule and funding strategy for the completion of the backlog reduction objectives as well as any additional reforestation opportunities.

At the Base level, a total of 2,300 acres would be reforested, which is 800 acres more than in 1990. There will also be an increase in Timber Stand Improvement (TSI) acres and a decrease in land treatment acres for the 1991 Base. What appears to be an imbalance in acreage between the 2 years is due to the differences in treatment costs. Reforestation (tree planting) costs per acre are significantly higher than for the other treatments.

Woodland Management

The primary focus of the woodlands program is stewardship and public service through providing information, vegetative product permits, prevention of unauthorized use and developing desirable forest vegetation communities. Typical woodland products such as fuelwood, Christmas trees, posts and poles are generally purchased by individuals for their own use. In some areas where demand for these products is high, they are occasionally sold to small businesses that resell to individuals. Free-use permits are available for nonprofit groups or organizations. The large quantity of permits to be issued in 1991 represents a considerable degree of public service in that many individuals are gaining a tangible benefit from the Government. Additionally, the selling of permits is also a form of unauthorized use abatement by making it as easy as possible for individuals to obtain forest products legally. Positive public relations and education efforts provide this type of information to the public.

Inventory of the BLM woodlands is continuing, and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of shrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

An additional benefit of woodland product sales is the family or individual recreational experience associated with acquiring forest products such as Christmas trees and fuelwood. These program services provide a great deal of public visibility to the BLM. Maintaining these high visibility activities are also very important to the maintenance of the BLM's working relationships with its broad variety of constituents in the west.

Sale of woodland products involves most of the same activities as sales of commercial timber. The activities are: (1) establishment of product harvest areas; (2) support activities such as environmental analysis and archaeological surveys; (3) sale and issuance of permits; and (4) field compliance monitoring.

The following table shows the distribution of the BLM woodlands by State:

STATE WOODLANDS DISTRIBUTION

State	Woodlands (thousands of acres)
Arizona	1,240
California	387
Colorado	3,536
Idaho	385
Montana	138
Nevada	6,210
New Mexico	1,721
Oregon (Eastern)	286
Utah	6,418
Wyoming	207
Total	20,528

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	6,718	6,612	-106
(FTE)	(129)	(129)	(---)

The 1991 Estimate is a decrease of $106,000 from the base level.

The proposed decrease will be achieved by reducing the timber volume to be offered for sale in 1991 by 3 million board feet to a proposed offering level of 60 million board feet. This is the same level of sales offering as proposed for 1990. The new P.D. Forest Management Policy provides for a "balanced" level of outputs. Reforestation efforts will be maintained because future harvest levels are dependant upon the continued efforts to eliminate the reforestation backlog and prevent additional backlogs from developing. Reduced timber sale offerings permits the focus of priority attention on maintaining total current and future forest productivity and concentrating on higher priority program work.

Forest Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's of acres)	199	110	200	200	---
Forest plans prepared (#)	63	60	60	60	---
Timber offered for sale (MBF)	63,900	60,000	63,000	60,000	-3,000
Other forest products (permits issued)	45,908	44,300	42,000	42,000	---
Land treatment (acres)	4,032	4,800	2,900	2,900	---
Reforestation (acres)	2,575	1,500	2,300	2,300	---
Timber stand improvement (acres)	1,075	400	800	800	---
Pest Control (acres)	378	100	300	300	---

Distribution of change by object class

The object class detail for the proposed decrease of $106,000 is as follows:

	FTE	Amount
Travel and transportation of persons		7,000
Transportation of things		8,000
Rents, communication and utilities		18,000
Other services		46,000
Supplies and materials		19,000
Equipment		8,000
Total		$106,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Wild Horse and Burro Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	13,598	13,408	13,548	13,548	---
(FTE)	(145)	(145)	(144)	(144)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	13,598	-190	13,408

The reduction pursuant to P.L. 99-177 will result in the deferral of efforts to complete 4 new herd management area plans (HMAP) on lower priority areas.

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195 P.L. 95-514	The *Wild Free-Roaming Horse and Burro Act of 1971*, as amended by the *Public Rangelands Improvement Act of 1978*, provides for the management, protection and control of wild horses and burros on Public Lands and authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.
43 U.S.C. 1901 *et seq.* P.L. 95-514	The *Public Rangelands Improvement Act of 1978* establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.
41 U.S.C. 501 P.L. 95-24	The *Federal Grant and Cooperative Agreement Act of 1977* distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

Objectives

The objectives of the Wild Horse and Burro program are to:

- Protect and manage wild horses and burros through implementation of herd management area plans and monitoring of herd areas in accordance with land-use plan decisions;

- **Manage herds in accordance with monitoring results and land use planning decisions and continue efforts to achieve the appropriate management level, which is estimated to be between 30,000 and 31,000 animals; and**

- **Dispose of excess wild horses and burros in a humane and efficient manner by destruction of old, sick, or lame animals, and by placing healthy adoptable animals in private care.**

1991 progra

The 1991 Base and Estimate levels for the wild horse and burro management program are $13,548,000 and 144 FTE.

Wild horses and burros typically occupy public rangeland areas in common with wildlife species and livestock. The long-term numbers of each group to be managed in each area is determined through the resource management planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions are subsequently monitored and adjusted if necessary and excess animals are identified and removed when necessary to maintain a thriving ecological balance and multiple-use relationship. The completed BLM plans indicate that the Public Land will support between 30,000 and 31,000 wild horses and burros on about 200 herd management areas. Following the completion of resource management plans, specific herd management area plans (HMAPs) are prepared for each herd management area to guide the management of individual herds and habitats, including monitoring requirements.

The BLM will be in the 7th year of its goal to reach the appropriate management levels from the approximately 64,000 head of wild horses and burros at the start of 1985 to the present estimated number of 46,500 head at the beginning of 1990. As a result of the removal efforts the majority of the excess animals removed from the Public Land have been adopted to qualified applicants. However, approximately 30 percent of an average herd is composed of animals that are either too old to be desirable for adoption or possess some physical impairment making them unadoptable.

In 1988 BLM initiated a sanctuary program as an alternative to destruction or fee-waiver of healthy unadoptable wild horses. Sanctuaries provided an opportunity for unadoptable wild horses to roam relatively undisturbed on selected private land acres. The BLM presently has established two sanctuaries which have the capacity to maintain approximately 4,000 animals. Because insufficient private funding was available for start-up costs, the sanctuary program was structured to provide Federal funding for up to 3 years. After 3 years private fund raising efforts are expected to raise sufficient capital to sustain each sanctuary's operations.

The BLM's present policy associated with the sanctuary program is to monitor the 2 existing sanctuaries to determine their success at raising the funding necessary to become self sufficient. BLM does not anticipate the establishment of any additional sanctuary until the success of the existing two sanctuaries has been demonstrated.

It is estimated that all available sanctuary space will be occupied by the end of 1990 thus requiring the BLM to modify its removal program objectives for 1991.

Management of Wild Horses and Burros on the Range

The program level continues the effort initiated in 1990 to place more emphasis on management of animals on the Public Land. The need for increased emphasis on this part of the program was underscored by a recent Interior Board of Land Appeals decision which increases the quality and quantity of data needed for establishing the existence of excess animals on the Public Land. The enhanced program will concentrate on more accurately defining the

number of wild horses and burros, their habitat needs and development of plans which outline management objectives and actions needed to maintain a thriving ecological balance and multiple-use relationship in wild horse and burro herd areas. This will entail the development of 10 MMAPs and monitoring of 167 herd management areas.

Removal Efforts

An appeal to IBLA of horse removal plans in Nevada during 1989 severely restricted removal levels that could be achieved. As a result the population of wild horses and burros on Public Land has increased from an estimated 42,300 animals at the beginning of 1989 to 46,500 animals on about 200 herd areas at the start of 1990. This is an increase of approximately 4,200 animals. Removal of approximately 8,700 excess animals in 1990 is expected to result in a population of about 46,300 wild horses and burros by the end of 1990.

WILD-HORSE ROUNDUP

In order to reach planned management levels, wild horses are being gathered for removal from the Owyhee Mountains in Idaho.

With the filling of the 2 existing sanctuaries there will not be an outlet for unadoptable animals in 1991, a significant shift in program procedures will be required. Starting in 1991, capture plans will be modified to remove only adoptable animals, with unadoptable animals being returned to the herd areas. Additionally, if the ongoing research project continues to demonstrate that chemicals are an efficient method of controlling population numbers this technique will be applied to a portion of the wild horses returned to herd areas. However, for the immediate future the removal costs will significantly increase and the wild horse population numbers will increase as a result of lower removal numbers.

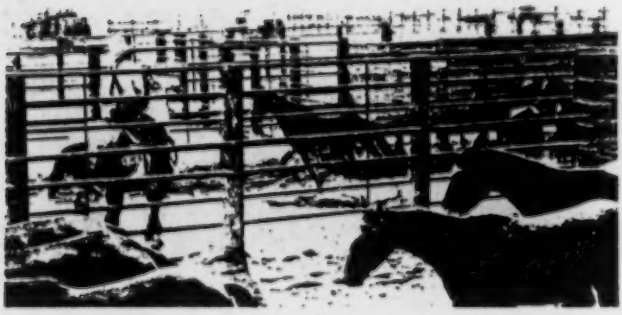
These strategies, which will be applied for the first time in 1991 will prevent an increase in the near-term cost of disposition, and hold promise for reducing the long-term removal costs. Also, it is anticipated that as the 2 existing sanctuaries become self-sufficient, new sanctuaries will be established. This will again provide fiscally responsible alternatives for the placement of unadoptable horses in future years.

In 1991, 4,900 animals would be removed from the Public Land. At this removal level the wild horse and burro population will reach 49,700 by the end of 1991.

Adoption and Related Disposition Programs

Following removal from the Public Land, all healthy animals are made available for adoption to qualified applicants for a standard fee. During 1991, adoption fees for horses will continue at $125 and the fee for burros will be $75 per animal. These fees are deposited in the "Service Charges, Deposits, and Forfeitures" account and are available through appropriation for use in the wild horse and burro program.

Placement of 6,100 animals into private hands is planned in 1991. Except for and a few animals estimated to be adopted at reduced fees under strict guidelines, virtually all adoptions will be at full fee.



HOLDING CORRALS

Wild horses awaiting adoption in California corrals.

Less than 200 animals which are found to be unadoptable after capture will be sent to one of the 2 operating sanctuaries. These animals will maintain the sanctuaries near their capacity by replacing animals that are expected to die.

Due to the reduced removal effort in 1988 and 1990, the last contract maintenance center was closed in early 1990. It is anticipated that sufficient space for holding newly captured animals pending adoption will be available in State prison training program facilities and BLM corrals.

The prison wild horse training program will continue to provide training to enhance the adoptability of about 2,000 older animals and provide care for an average of 1,500 animals pending their adoption.

Program Management and Policy Development

The committee report accompanying the 1989 Interior Department Appropriations Act recommended the establishment of an oversight committee or advisory group to assist the BLM in its responsibility of reaching appropriate management levels through humane, cost effective management practices. The BLM is in the process of forming this advisory group and plans to have the committee appointed and functioning by the end of 1990. It will provide a public forum that, in strictly an advisory capacity, will gather and analyze information, make studies, and hear public testimony in order to offer advice and develop recommendations from a national, public-interest perspective for the Secretary and the BLM Director to consider.

In conjunction with the advisory committee BLM will examine the challenge cost share opportunity in order to enhance the available wild horse and burro program funding.

Wild Horse and Burro Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base and Estimate
Herd management area plans implemented	8	6	10
Herd areas monitored	167	167	167
Animals removed	5,200	8,700	4,900
Animal disposition:			
Adoption	5,900	5,400	6,100
Death (old, sick, lame)	520	870	340
Compliance checks	500	300	200
Animals maintained in contract corrals (average)	2,000	500	---
Animals maintained in contract corrals (EOY)	900	---	---
Animals maintained in prison facilities (average)	1,100	1,100	1,500
Animals trained in prison facilities	1,200	1,250	2,000
Animals maintained in sanctuaries (average)	1,900	3,900	3,900
Population on Public Land (EOY)	46,500	46,300	49,700

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Rangeland Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	35,796	35,296	36,080	37,558	+1,478
(FTE)	(827)	(827)	(824)	(856)	(+32)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	35,796	-500	35,296

The reduction pursuant to PL 99-177 of $500,000 will deferr the preparation of 20 allotment management plans, and monitoring on 100 allotments, and 200,000 acres of inventory.

Authorization

43 U.S.C. 1711, 1732, 1751, 1753 P.L. 94-579	The *Federal Land Policy and Management Act of 1976*, as amended, provides for range management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It also requires the preparation and maintenance of an inventory of public land resources on a continuing basis.
43 U.S.C. 1901-1908 P.L. 95-514	The *Public Rangelands Improvement Act of 1978* requires the improvement of the condition of public rangelands, and other range management practices.
43 U.S.C. 315 P.L. 73-482	The *Taylor Grazing Act of 1934*, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry.
42 U.S.C. 1241-1243 P.L. 90-583	The *Carlson - Foley Act of 1968* authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.
42 U.S.C. 4321, 4331, 4335, and 4341-4347 P.L. 90-190	The *National Environmental Policy Act of 1969* requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment.
7 U.S.C. 1012-1013A P.L. 75-210	The *Farm Tenant Act of 1937 ("Bankhead-JonesAct")* provides for management of acquired farm tenant lands.

41 U.S.C. 501
P.L. 95-224

The *Federal Grant and Cooperative Agreement Act of 1977* distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies.

EO 12548

EO 12548 Grazing Fees provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands and provides further that the fee shall not be less than $1.35 per animal unit month.

Objectives

Through the application of selective management, which is a land categorization process designed to assign management priorities to areas according to their potential to respond to management, the major objectives of the rangeland management program are:

Range Use Administration

- Emphasize a strong public service attitude through the timely issuance of 28,160 grazing billings and prompt processing of lease and permit applications (renewals, transfers, grazing and RI permit applications).

- Provide adequate use supervision to assure implementation of existing management and to control unauthorized use and subleasing.

- Identify and incorporate rangeland management data for the BLM'S existing automated records system update as well as maintain existing data and inventory systems.

Allotment Evaluation

- Conduct monitoring on 10,700 highest priority allotments in categories Improve ("I") and Maintain ("M"). Special emphasis is directed to those allotments containing riparian areas as well as allotments with unsatisfactory range conditions.

- Establish an ecological site data baseline for developing management plans, monitoring studies, and determining range condition and trend for high priority uplands and riparian management areas.

- Establish climate monitoring studies to provide data for evaluating allotment management.

Management and Adjustments

- Develop agreements or decisions to implement use adjustments, within 5 years of the land use plan record of decision. Use a participative approach including consultation and coordination with affected interests. Maintain the current priority on improving riparian areas.

- Prepare new/revised allotment management plans, using an interdisciplinary approach, incorporating the desired plant community concept, and give priority to "I" allotments not meeting riparian management and/or rangeland condition objectives.

- Encourage participative management with livestock operators and other affected interests, and provide incentives for private investments in range improvements on the Public Land.

- Maintain cooperative programs with States and counties for noxious weed control and with Animal and Plant Health Inspection Service (APHIS) for Mormon cricket and grasshopper control on Public Land.

Base program

The 1991 Base program for the Rangeland Management program is $36,080,000 and 824 FTE.

Range Use Administration

The Rangeland Management program is a major component of the BLM's multiple-use program for natural resource management and stewardship, and directly supports the Nation's need for domestic food resources, makes contributions to local and regional economies, and protects the vegetation resource on the Public Land.

BLM issues about 28,160 grazing bills annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that utilize 164 million acres of Public Land for all or part of their yearly forage requirement. The BLM has completed the implementation of its new automated billing system. Emphasis in 1991 will be on the implementation of the range improvement project system (RIPS). Additionally, emphasis will be placed on range use administration and supervision to ensure that grazing is managed to meet both upland and riparian area objectives and that the terms and conditions of permits and leases are met. Range use administration consumes about one-third of the staff resources of the Rangeland program, or approximately 270 FTE workyears.

LIVESTOCK GRAZING AS A TOOL FOR IMPROVED CONDITIONS

In order to achieve improved range conditions, Allotment Management Plans must be written, implemented and monitored.

Allotment Evaluation

Monitoring (range studies) provides the mechanism for enabling the BLM to determine the effects of current range management practices, and determine if the practices are meeting management objectives. Ecological site inventories will be conducted on 3.1 million acres for baseline data to support monitoring, activity planning and to determine the extent, condition and potential of upland and riparian management areas. Monitoring data is also used to analyze the changes in range condition over time. Monitoring studies include: forage utilization (a measure of the amount of forage consumed by livestock, wildlife, wild horses, etc.); actual use (the number of livestock using the range); trends (changes toward or away from management objectives) and climate (measured precipitation and temperature).

These monitoring studies are applied in various combinations and intensities depending upon the management objectives for a particular allotment or class of allotments. The allotments categorized for "improve" (allotments requiring improved ecological conditions) demand the most intensive monitoring effort while allotments categorized for "maintenance" (allotments with an ecological condition requiring only that it be maintained) allow for reduced study efforts. There are approximately 10,700 priority "I" and "M" allotments of which the 1991 Base level provides for the establishment of monitoring plans on 8,300 of these allotments. According to the annual data collection schedules the monitoring plans require data collection on 6,500 allotments in 1991.

Riparian Areas

The BLM places a high priority on the management and improvement of riparian systems. Riparian area management is a key issue on rangeland areas and will be a focal point of resource management priorities well into the next decade. Riparian areas, the narrow band of green vegetation along rivers, streams, springs, bogs, lakes, and ponds, typically represent only about one percent of the acreage encompassed by the Public Land. These areas have ecological significance far beyond their small acreage. They provide vital components of the habitat for hundreds of wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities for individuals utilizing the Public Land.

One of BLM's riparian management objectives is to achieve good or better ecological condition on 75 percent of the riparian areas by 1997. Management of these habitats is achieved by the implementation and monitoring of activity plans. Implementation entails the development of necessary projects, and associated management prescription for the area. Monitoring assures that the management objectives are being met or provides the data necessary to modify the prescription to meet the objectives.

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participative approach especially in concert with livestock grazing management and timber harvest activities. Field demonstrations have proven that riparian areas can be restored when properly managed.

Management and Adjustments

Implementation of land use plans within the rangeland management program is achieved principally through the preparation and implementation of allotment management plans (AMPs). At the Base level, the BLM will develop and/or revise 227 cooperative grazing plans or AMPs. These AMPs are agreements that specify rangeland management objectives, grazing prescriptions and needed range improvement projects and treatments necessary to implement the land use

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plans. AMPs include prescribed livestock grazing practices which are designed to manage and use vegetation resources for sustained yield of forage plants, protection or enhancement of riparian and other unique plant communities, and protection of watershed values, as well as other objectives. The development and implementation of management prescriptions for a complete management unit or allotment, including the upland, riparian and other special areas within the unit is a prerequisite to long term success in achieving management objectives on all parts of the management unit. These plans also provide the requisite framework for the identification of resource improvement and treatment projects. All plans are monitored to analyze changes in rangeland condition and to determine if objectives are being met.

Data from the monitoring and the allotment evaluation processes are used to determine the need for grazing use adjustments to meet management objectives. Adjustments are made by agreement or decision in coordination with the livestock user and other affected interests.

Improvement of the public rangelands is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Physical improvements are used to facilitate improvement in both upland and riparian range conditions on those allotments where investments will yield the highest returns.

Specific investments to improve riparian areas will receive priority ranking especially where multiple-use benefits are high. Development projects such as fencing, off-site water developments and vegetation improvements that not only enhance the grazing opportunities, but also other resources such as riparian values, wildlife habitat and recreational opportunities will be funded primarily from the "Range Improvements" appropriation. Preliminary planning and investment analysis for improvements are funded in this subactivity. The BLM has reduced expenditures by a policy of not implementing new improvements that are extremely costly and instead by relying on either existing or additional management practices to maintain the presently acceptable conditions.

The Rangeland Improvement Policy has encouraged private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and has shifted maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements.

Noxious weed infestations which pose health hazards to grazing animals, and threaten the productivity of rangelands and adjacent agricultural lands occur sporadically on the Public Land throughout the western United States. As a consequence of their impact to an area, infestations are targeted for weed control efforts. Cooperative weed control efforts exist among BLM and other Federal, state, and county agencies. BLM's Base funding provides for control on about 200 sites within 5 project (state) areas.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	36,080	37,558	+1,478
(FTE)	(824)	(856)	(+32)

An increase of $1,478,000 and 32 FTE is proposed at the 1991 Estimate level.

The increase is composed of two components, as follows:

AMPs and Riparian Area Management (+$1,218,000; +29 FTE)

Additional funding supports implementation of resource management plan decisions on a priority basis. This includes the orderly use and administration of livestock grazing on all "I" and "M" category allotments and monitoring studies to evaluate the effectiveness of rangeland management actions in achieving resource management objectives.

Implementation of land use plans within the rangeland management program is achieved through the preparation and implementation of AMPs. Past improvement in the condition of public rangeland grazing allotments both on riparian and upland areas is attributable to the implementation of AMPs. Recent evaluations and audits of the range program have identified the absence of AMP's on the majority of BLM managed allotments as a deficiency and recommended that AMP's be prepared. Given the need to improve upland and riparian range conditions, AMP preparation will be completed on 55 additional allotments.

The plans will involve allotments where riparian area improvement and/or the reversal of declining range condition are AMP objectives. The accomplishments will also entail establishing monitoring studies, and also the continued implementation of riparian management programs that were previously initiated. These include: an additional 22,000 acres of inventory (assessment) of riparian areas, the establishment and conduct of monitoring on 60 additional allotments including the 55 new allotments, development of 40 multiple-use rangeland and riparian improvement projects, and maintenance of 44 additional projects.

Volunteer Support (+$260,000; +3 FTE)

BLM actively encourages voluntary contributions of services, material, labor and other expertise from conservation organizations, user groups, and individuals to aid in the management, operation and maintenance of the rangeland resources. During 1988 the Bureau received over $5 million worth of volunteer services at a cost of approximately $550,000. The initiative will expand the BLM's capability for rangeland management and will utilize the additional volunteer support for the construction and maintenance of range improvements (fences, water developments, retention structures etc.), inventorying vegetation resources, and analyzing rangeland data. With a benefit to cost ratio of 10 to 1, an increase of $260,000 will be used for volunteer program expenses which include project materials, travel, vehicles, supervision, and awards.

Rangeland Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000's acres)	2,400	2,900	3,100	3,122	+22
EIS's completed (#)	1	---	---	---	---
AMPs (# completed)	197	207	227	282	+55
Leases/permits administered (# issued)	28,160	28,160	28,160	28,160	---
Data Collection or Allotments Monitored (# of allotments)	6,100	6,300	6,400	6,460	+60
Project development (# developed)	260	280	280	320	+40
Project maintenance (# maintained)	200	200	200	244	+44
Weed control (# projects)	5	5	5	5	---

Distribution of change by object class

The object class detail for the proposed increase of $1,478,000 and 32 FTE is as follows:

	FTE	Amount
Personnel compensation	32	$1,024,000
Personnel benefits		208,000
Travel and transportation of persons		25,000
Transportation of things		25,000
Other Services		100,000
Supplies and materials		96,000
Total		$1,478,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Soil, Water, and Air Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	15,146	14,935	15,181	18,024	+2,843
(FTE)	(276)	(276)	(275)	(283)	(+8)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	15,146	-211	14,935

The reduction of $211,000 pursuant to PL 99-177 will result in BLM deferring 100 water sources quantifications, monitoring of 50 watershed stations and development of 10 watershed projects.

Authorization

43 U.S.C. 1701, 1711
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

43 U.S.C. 315
P.L. 73-482

The *Taylor Grazing Act of 1934*, as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply.

33 U.S.C. 404
P.L. 95-217

The *Clean Water Act*, as amended, by the *Water Quality Act of 1987*, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of nonpoint source pollution.

43 U.S.C. 1901 *et seq.* P.L. 95-514	The *Public Rangelands Improvement Act of 1978* provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends on public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife.
42 U.S.C 201 P.L. 95-190	The *Safe Drinking Water Act Amendments of 1977* amended Section 2 of the *Safe Drinking Water Act* to require compliance with all Federal, State, or local statutes for safe drinking water.
43 U.S.C. 1593 P.L. 98-569	The *Colorado River Basin Salinity Control Act Amendment of 1984* amends Section 203 of the *Colorado River Basin Salinity Control Act* and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.
33 U.S.C. 467 P.L. 92-367	The *National Dam Inspection Act of 1972* requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection and regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams on Public Lands of 25 feet or more in height which impound 50 acre-feet of water or more.
16 U.S.C. 2001 P.L. 95-192	The *Soil and Water Resources Conservation Act of 1977* provides for the conservation, protection and enhancement of the Nations soil, water, and related resources for sustained use.
42 U.S.C. 7401-7642 P.L. 95-95	The *Clean Air Act of 1977*, as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.
42 F.R. 26951 E.O. 11988	*Executive Order 11988, Floodplain Management, May 24, 1977,* provides for the restoration and preservation of natural and beneficial floodplain values on the Public Lands.
42 F.R. 26961 E.O. 11990	*Executive Order 11990, Protection of Wetlands, May 25, 1977,* provides for Federal agencies to take action to minimize the destruction, loss, or degradation of wetlands and to preserve and enhance the natural and beneficial values of wetlands in carrying out programs effecting land use.

43 F.R. 47707
E.O. 12088

Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

Objectives

The major objectives of the Soil, Water, and Air Management program are:

Resource Assessment

- Schedule and conduct soil surveys to provide baseline data on 157 million acres of Public Land by 1992;
- Complete the identification of water sources on the Public Land and maintain documentation and quantification for resource uses;
- Operate climate stations to supplement other sources which provide data concerning climatic conditions and air quality for Public Land management;
- Monitor Public Land watersheds and airsheds to determine the effectiveness of BLM management programs and assure compliance with air and water quality standards and regulations;

Watershed Management

- Prepare management plans to identify actions needed to implement land use decisions relating to watershed values. Priority is given to restoration of watershed areas not meeting riparian management objectives and achieving the goal of "no net loss" in wetlands, and meeting State water quality requirements;
- Evaluate the technical and economic feasibility of alternative watershed practices and Best Management Practices (BMP's) in order to select the most cost effective method to achieve acceptable watershed conditions;
- Implement and maintain watershed improvements designed to minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage to improve Public Land watershed conditions including riparian areas;
- Provide for the legal and physical availability of water to meet multiple-use needs by filing for water rights in compliance with State law;

Technical Assistance and Interpretation

- Provide soil, water, climate and air quality information and technical assistance for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forestry, fire management, wilderness, recreation, and rangeland management;
- Participate in multidisciplinary approaches for achieving healthy, productive riparian conditions for maximum long-term benefits; and
- Assist and coordinate with State governments in preparing water quality programs, including nonpoint resource management activities, and BMPs.

Base program

The 1991 Base level for Soil, Water and Air is $15,181,000 and 275 FTE.

Resource Assessment

This program provides basic data and technical information for soil, water and air resources. The program includes monitoring efforts to determine the effectiveness of BLM management programs on the Public Land watersheds, including riparian areas and airsheds, and to determine if management actions and investments are achieving the intended objectives while meeting required water and air quality standards. Climate monitoring and data are coordinated to support various BLM programs.

At the 1991 Base level, watershed inventories are planned for 6 million acres of Public Land. These baseline data provide information on soil erosion, sedimentation, and water quality and quantity.

Soil surveys which assess the productive capability of the land and provide interpretations of soil productivity will be completed on 3.5 million acres at the Base level. By the end of 1991, 151 million acres of Public Land will have been covered by soil surveys. This represents 96 percent of the total acreage targeted for completion by 1992.

In response to water rights adjudications in various Western States, BLM quantifies and identifies consumptive and instream flow water uses associated with Public Land management. In 1991 the Base level of water sources quantified remains at 5,100 which meets scheduled State adjudications.

Within the air portion of the program, BLM presently operates 105 monitoring stations which provide data on climatic conditions and air quality for BLM planning and EIS efforts.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the BLM contributes approximately $100,000 to support the operation of 15 acid rain monitoring stations in the Western United States. The data are being used to determine baseline conditions and to assess the significance of acidic deposition.

Watershed monitoring is conducted to document changes in soil erosion, sedimentation, water quality, water quantity and riparian condition. The data are used to determine whether specific soil and water management objectives are being achieved and to assess compliance with legal standards. Approximately 2,450 stations are monitored under the Base program.

Watershed Management

Following the completion of a resource management plan, watershed management plans are developed which identify specific watershed and riparian area management objectives. Such plans will target development and/or management opportunities to high priority improvements where the greatest benefits can be derived for the least cost. The Base provides for the preparation of 33 watershed management plans.

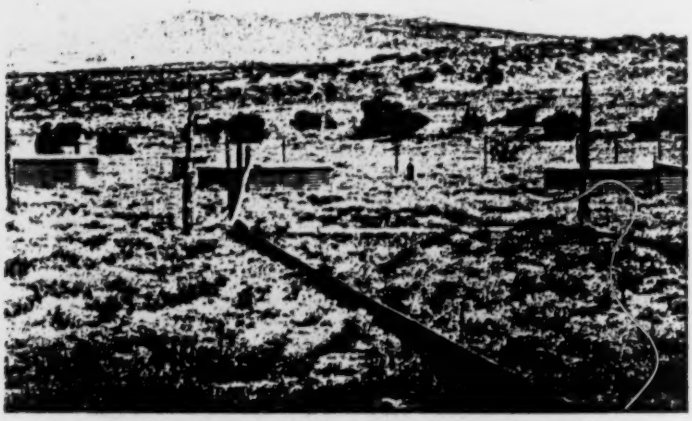
Over the past few years, BLM has focused increasing attention on improving watershed condition, particularly in riparian areas. Riparian areas represent only about 1 percent of the Public Land but have ecological significance far greater than their small acreage would imply. The BLM has developed an interdisciplinary management program which incorporates the participation of three primary program subactivities which are involved in this initiative: Rangeland Management, Soil, Water and Air Management and Wildlife Habitat Management.

Watershed planning, development, and maintenance provide for stabilizing soils, improving watershed conditions, augmenting water supplies, improving water quality through land treatment or development projects, protecting or improving riparian areas, achieving the goal of "no net loss" in wetlands,

reducing soil loss and erosion through placement of retention structures, and protecting public health and safety. The Base program emphasizes maintenance of 175 existing projects to maintain their effectiveness, correct unsafe or deteriorating watershed conditions, and protection of human safety and property. Also, the Base program would allow construction of 285 new watershed and riparian improvement projects.

Within the Base program, efforts will be directed toward using water source quantification data along with other previously collected information to file water rights claims in compliance with State law or quantifying federal beneficial uses associated with reserved right needs.

BLM plans to continue to inspect and evaluate dam structures on Public Land to ensure that they are safe and do not have the potential to endanger life or property. The Base program level provides for evaluation of 110 structures.



WATERSHED MONITORING

Facilities being used for baseline monitoring to measure changes in watershed condition.

Technical Assistance and Interpretation

The base program provides for riparian technical assistance in such areas as hydrology, stream dynamics and channel functions, geomorphic processes, ground and surface water interaction and wetlands delineation. Water resource expertise is also provided through coordination with the States in preparing and carrying out water resource and water quality programs.

Interpretation of climate and air data is used to support operational activities such as grazing, prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management and regulatory compliance.

Interpretation of soil survey data is necessary for input to all resource planning and management activities. Determination of productivity, susceptibility to erosive factors, capability for rehabilitation following soil disturbing activities such as mining, recreational uses, and timber sale activities, are but a few resource uses that require technical interpretations.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	15,181	18,024	+2,843
(FTE)	(275)	(283)	(+8)

An Increase of $2,843,000 and 8 FTE is proposed at the 1991 Estimate level.

Global Climate Change Research (+$2,400,000; +2 FTE)

In support of the Administration's efforts to address global change, additional funding is proposed for a series of studies to examine the social, environmental, and economic consequences of global change, and of any actions dealing with such change, as related to decisions and policies for the land and resources for which the Interior Department has stewardship responsibility. This funding ($300,000) will assist the Department in developing methodologies to estimate these social, economic and environmental consequences by developing both a data base and models relating to the consequences of global change.

The BLM proposes, through its global change initiative, to acquire knowledge to improve its ability to predict and understand the effects of possible changing climatic regimes which impact the ecological relationships existing in the environments throughout the West and Alaska. With an increase of $2,100,000, the BLM would conduct a research and monitoring program that will collect long-term data on abiotic and biotic factors, both at the species and ecosystem levels to establish baselines, identify any trends, and develop predictive models which will assist in understanding changes and provide a tool to better predict future changes and their impacts in relation to land management practices and activities.

This research initiative will be conducted as a part of the Committee on Earth Sciences United States Global Change Research Program over the time period 1991-1995. Long term monitoring and study (30-50 years) is anticipated beyond this initial 5 year effort. The research will include: studying the relationship between temperature, precipitation and other physical factors to changing plant communities; observation of land use practices and climate variables that impact critical ecoregions and ecoregion components (i.e. riparian areas) throughout the 11 Western States; influence of high temperature and low soil moisture on wind and water erosion processes; development of air and water monitoring methods for remote areas; development of data management systems for storage and analysis of ecological data; and observations of long-term changes in climate parameters, temperature, precipitation, humidity, solar radiation (UV-B irradiance) and cloud cover.

Riparian/Wetland, Nonpoint Source and Salinity Control Initiatives (+$443,000; +6 FTE)

The increase of $443,000 supports nonpoint source pollution, riparian area management and salinity control. Additional funding will allow BLM to address some of the more critical issues within these areas and provide support to implement *Recreation 2000* and *Fish and Wildlife 2000* and other program initiatives requiring basic soil and water data. Accomplishments to be

achieved include inventory of watershed conditions including soil data interpretation for salinity on 211,000 acres, 58,000 acres of soil survey, coordination and development of 3 watershed/riparian management plans, establish and/or monitor 6 sites including the new plans, completion of 11 additional multiple-use watershed and riparian improvements, and maintenance of 11 additional existing facilities.

In addition to other benefits derived, this initiative is consistent with the President's "no-net-loss of wetlands" goal and will assist in reducing nonpoint source discharge (i.e. salinity) from the Public Land in compliance with the requirements of section 319 of the Water Quality Act of 1987 and state nonpoint source management programs.

Soil, Water and Air Workload Accomplishments

The planned workload accomplishment for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000s acres)	5,280	6,000	6,000	6,211	+211
Soil Survey (000s acres)	2,880	3,500	3,500	3,558	+58
Water sources quantified (#)	5,950	5,000	5,100	5,100	---
Air monitoring (# stations)	105	105	105	105	---
Watershed activity plans (#)	29	33	33	36	+3
Monitoring (# stations)	2,450	2,400	2,450	2,456	+6
Watershed improvements (#)	316	275	285	296	+11
Project maintenance (#)	243	175	175	186	+11
Dam safety (# projects)	110	110	110	110	---

Distribution of change by object class

The object class detail for the proposed increase of $2,843,000 and 8 FTE is as follows:

	FTE	Amount
Personnel Compensation	8	$ 256,000
Personnel Benefits		52,000
Travel and transportation of persons		65,000
Transportation of things		40,000
Rent, communications and utilities		90,000
Printing and reproduction		50,000
Other services		2,110,000
Supplies and materials		100,000
Equipment		80,000
Total		$2,843,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

(dollars in thousands)

Current Law:		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
	$	22,927	22,607	22,993	22,607	-386
	(FTE)	(391)	(391)	(391)	(391)	(---)

Proposed Law:			Inc./Dec. Cur. Law
America the Beautiful	$	[25,539]	[+2,932]
	(FTE)	[(418)]	[(+27)]

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	22,927	-320	22,607

The reduction of $320,000 pursuant to PL 99-177 will result in 400,000 fewer acres of inventory, 14 fewer plans monitored and 2 less plans prepared. Additionally, implementation of the Wildlife and Fisheries Information System (WFIS) will be slowed.

Authorization

43 U.S.C. 1701 *et seq.*
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, identifies fish and wildlife development and utilization as a major use of the Public Lands; directs that the Public Lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of Public Land resources on a continuing basis.

16 U.S.C. 715
P.L. 70-770

The *Migratory Bird Conservation Act of 1929*, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

16 U.S.C. 1531 *et seq.*
P.L. 93-205

The *Endangered Species Act of 1973*, as amended, directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and to help bring about their recovery.

16 U.S.C. 670 *et seq.* P.L. 93-452	The *Sikes Act of 1974*, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.
43 U.S.C. 315 P.L. 73-482	The *Taylor Grazing Act of 1934*, as amended, provides for wildlife management on public lands.
43 U.S.C. 1901 *et seq.* P.L. 95-514	The *Public Rangelands Improvement Act of 1978* directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values.
30 U.S.C. 1201 *et seq.* P.L. 95-87	The *Surface Mining Control and Reclamation Act of 1977* provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.
16 U.S.C. 3101 *et seq.* P.L. 96-487	The *Alaska National Interest Lands Conservation Act of 1980* provides for the special designation of certain Public Lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on Public Lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.
42 F.R. 26951 E.O. 11988	*Executive Order 11988, Floodplain Management, May 24, 1977,* provides for the restoration and preservation of national and beneficial floodplain values on the Public Lands.
42 F.R. 26961 E.O. 11990	*Executive Order 11990, Protection of Wetlands, May 25, 1977,* directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.

Objectives

In 1988 BLM completed a strategic plan for its wildlife and fisheries program. This plan, entitled *Fish and Wildlife 2000*, describes goals and objectives for more efficient management of fish and wildlife resources on the Public Land and outlines the direction of the BLM's effort between now and the year 2000. Early in 1990 each BLM state office will complete and publish a State Fish and Wildlife 2000 plan which will specifically identify tasks and associated costs.

Program goals and objectives are identified on the basis of three major components as follows: Wildlife Habitat Management, Fisheries Habitat Management, and Threatened and Endangered Species (T/E) Habitat Management. Program objectives for each of these three components are:

Wildlife Habitat Management

- Ensure optimum populations and a natural abundance and diversity of wildlife resources on the Public Land as part of the multiple-use concept by restoring, maintaining, and enhancing wildlife and fisheries habitat conditions.

- Ensure that big game/upland game species on the Public Land are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people.

- Help perpetuate a diversity and abundance of waterfowl for the Nation by managing the wetlands and other important waterfowl habitats on the Public Land.

- Provide suitable habitat conditions for birds of prey on the Public Land through the conservation and management of essential habitat components.

- Manage riparian areas to achieve a healthy and productive condition for long-term benefits and values, in concert with the range and watershed programs.

Fisheries Habitat Management

- Maintain and/or enhance the fisheries potential of anadromous fish streams in the Pacific Coast drainages.

- Manage habitat for resident fish species that spend all or part of their life cycles on the Public Land and that are of high economic, social, or scientific value to local communities or the Nation.

- Enhance conservation programs and habitat management for special status fishes.

- Improve the quality and quantity of recreational fisheries on the Public Land in a manner consistent with conservation ethics and resource capability.

Threatened and Endangered Species Management

- Increase populations of T/E plants, fish and wildlife on lands managed by BLM and restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with Federal and State wildlife agencies.

- Manage the habitat to maintain populations of plants and animals at a level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal Governments.

- Conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems.

Base program

The 1991 Base program for Wildlife and Fish Habitat is $22,993,000 and 391 FTE.

The Wildlife and Fisheries Habitat Management Base program description is separated into three primary categories as follows: general wildlife habitat management, fisheries and riparian area management, and threatened and endangered species management. These descriptions provide a general insight into some of the wildlife species which inhabit the Public Land and the work accomplished at the Base level associated with BLM's wildlife management program.

Although a certain project or effort is listed under one of the three categories, it could and in many instances will prove beneficial to the other categories/species as well. The decision as to which category a specific effort or type of work is placed is based on the primary target species, i.e.,

the animal or plant species which would benefit the most as a result of the effort.

General Wildlife Habitat Management

The basic purpose within the general wildlife habitat management component is to manage the Public Land in a manner that will provide habitat for big game, small game, raptors, waterfowl, nongame animals, and furbearers as part of the multiple-use mix of Public Land management. Several of BLM's special initiatives include:

Desert Bighorn Sheep - BLM administers 80 percent of the habitat for this species; some 9 million acres occupied by approximately 10,000 desert bighorns. At the 1991 Base, the BLM will continue to implement the rangewide plan that was developed in 1988 to facilitate the recovery of these sheep in 115 habitat areas.

BIGHORN SHEEP

Bighorn sheep are one of many important game animals which rely upon Public Lands for habitat.

Deer/Elk and Other Big Game Species - The BLM manages some 206 million acres of big game habitat and includes all the major big game species of North America (deer, antelope, elk, moose, caribou, etc.) One of the major areas of concern associated with big game habitat management is the loss of winter habitat both on Public Land due principally to wildfires and on private land as a result of land use changes such as development. During the past several years, wildfires on Public Land have destroyed big game winter ranges in Idaho as well as elsewhere; consequently, in 1988, BLM began an effort to reestablish shrubs and other forage plants destroyed by wildfires. This effort includes research associated with palatable shrub species as well as seeding methods in these semi-arid areas and the application of the research findings to enhance forage and cover available on less than good condition winter ranges. In close association with this work BLM's fire management program is working on the establishment of greenstrips that will reduce the

destructive force of future fires. At the Base level, the rehabilitation efforts will continue, and these same techniques will be utilized to restore ranges that have been negatively influenced by natural plant succession as well as man-caused disturbances.

Waterfowl - BLM administers approximately 20 million acres of wetlands which are biologically essential to continental populations of migratory waterfowl and shorebirds that are economically important to both consumptive and nonconsumptive publics.

In 1988, a strategic plan was developed to establish BLM's role in implementing the North American Waterfowl Management Plan (NAWMP). A total of 229 waterfowl habitat management areas occur on BLM lands, of which 52 are identified as major areas of concern in the NAWMP. Fifty-eight of the 229 waterfowl areas have habitat management plans (HMPs) developed. The Base funding level provides opportunities to accelerate habitat management efforts in joint venture areas in the Prairie Pothole Region and Alaska, and on other key waterfowl areas.

Upland Game Birds - BLM administers 236 million acres of upland game bird habitat for 23 species including grouse, quail, dove, and wild turkey. In 1990 a strategic plan is being developed to address the needs of priority species such as sage grouse, Columbian sharptail grouse, and mountain quail. The base level provides for limited implementation of the strategic plan and subsequent species specific HMPs.

Raptors - A total of 223 key raptor habitat management areas have been identified on the Public Land encompassing 23.5 million acres. Key raptor habitat areas include crucial nesting, feeding, and over-wintering and resting habitat for migrating birds and vary in size from 150 acres to 500,000 acres. The Base provides funding for intensive management only on the most critical and/or nationally recognized raptor habitats.

Program-wide Functions

The overall general wildlife habitat need for extensive fish and wildlife habitat inventories is not as high a priority as is the need for conducting more intensive site-specific or species-specific inventories. At the Base level for general wildlife habitat management, inventories covering approximately 16 million acres of wildlife habitat will provide data for the preparation of RMPs and activity plans with objectives involving habitat development or protection.

Monitoring efforts on wildlife habitat areas for multiple-use management are increasing as more land use plans and activity plans are completed. At the Base level, 1,000 plans or agreements will be monitored to determine resource trends and assess progress toward meeting habitat development and protection objectives.

Although at the Base funding level emphasis will be placed on implementation of existing HMPs, 90 HMPs for wildlife (including specially targeted wildlife, birds, and fish) will be written or updated for the higher priority areas/species. Approximately 600 new wildlife and fisheries habitat projects will be developed, and 1,400 wildlife and fisheries projects maintained at the Base level. These accomplishments include those achieved with Base challenge cost share funding as well those completed entirely with appropriated funds.

Challenge Cost Share - The Base level provides $2.0 million for challenge cost share projects which when used in conjunction with the offered funding will provide for developments and/or management practices worth between $4 and $5 million. These projects will benefit all components of the wildlife and

fisheries program. Typical projects that are funded under this initiative include such things as fisheries improvement projects (fencing, stream structures, off-site water development, seedling establishment), big game habitat improvements (vegetation treatments, seedings, etc.) animal introductions onto Public Land (via cooperative arrangements with the States), new water developments, public outreach/education efforts, studies, and inventories.

HMP Showcase Areas In 1990 the Bureau has identified at least one HMP showcase area per state. The base funding level provides sufficient funding to substantially implement these HMPs which will provide examples of the effective management of fish and wildlife habitats on the Public Land. These areas will be used for field tours and interpretation of habitat for the Public Land users, selected interest groups, and other state and local officials. These areas will reflect the entire spectrum of program activities but have been selected to highlight accomplishments in the priorities for the fish and wildlife program such as wetlands, fisheries/riparian, T/E and other special status species, and game species.

Fish Habitat Management The streams, rivers, springs, lakes, and reservoirs on the Public Land provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. Throughout their range, warm water and resident trout species also provide important social and economic benefits to local communities.

In January, 1989 a national strategic plan entitled "Fisheries Habitat Management on Public Lands" was completed that identified 43 recommendations which require implementation to achieve an active goal-oriented fisheries program. Although full implementation of this plan will occur over a number of years, the Base funding level provides for the highest priority recommendations to be implemented.

For the purpose of categorization, riparian area management has been included under this component; however, it should be recognized that although there is a close relationship between riparian areas and fisheries habitat, the two are not synonymous. Many riparian areas that afford critical habitat for other wildlife may very well afford little or no value for fish.

Resident Fisheries - Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 130,000 miles of stream, 192,000 acres of reservoirs, and 4 million acres of lakes.

Anadromous Fisheries - Some 13,000 miles of spawning and rearing streams for salmon and steelhead trout occur on Public Land in Alaska, California, Idaho, Oregon, and Washington. Over 58 million pounds of fish spawned in BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at $40 million. In addition, over 1.5 million days of recreational fishing worth approximately $24 million in primary benefits to fishermen takes place on these waters.

In 1988, strategies were developed for achieving the anadromous fish goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluation of 3,480 miles of streams; improvement of 464 miles and enhancing additional streams through various land management practices; preparation of 15 cooperative habitat management plans, and monitoring high priority habitats. The Base funding provides the BLM with the capability to complete the highest priority accomplishments and work towards the goals and objectives of the plan.

Threatened and Endangered (T/E) Species Management

The Endangered Species Act (ESA) of 1973, as amended, requires that BLM carry out programs for T/E species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other actions are not likely to jeopardize a species or destroy its habitat.

The number of listed species inhabitating the Public Land has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1991, the Public Land will provide part or all of the habitat requirements for an estimated 170 listed T/E plant and animal species involving 7 million acres of habitat. To slow down the trend of increasing T/E species on BLM lands, specific goals and objectives for future action have been identified.

Listed species - BLM's T/E species management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing the species and help bring about its recovery. Specific strategies involve completion of data bases to identify and track species occurrence and recovery actions; inclusion of specific T/E objectives in recovery plans and/or HMPs and implementation of a monitoring system to track population trends, habitat conditions and specific on-the-ground management activities.

The BLM has been able to demonstrate a greater efficiency and effectiveness in managing certain species, such as the desert tortoise, by utilizing a rangewide approach to habitat management. In this case for the 4 States (AZ, CA, NV, UT) where tortoises occur, the management strategies include categorizing habitats throughout the species range, monitoring key habitats and minimizing negative impacts from other uses. The recent emergency listing (August 4, 1989) of the tortoise as endangered places greater emphasis and need on the implementation and monitoring of BLM's rangewide plan.

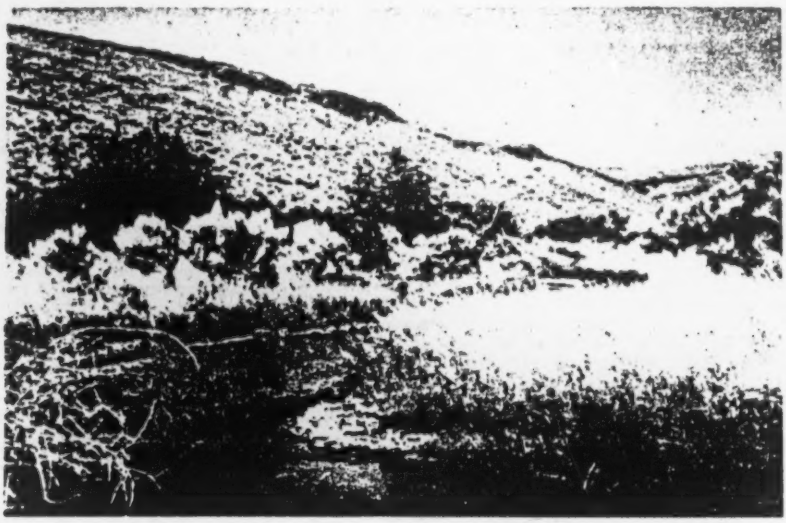
Candidate species - Some 870 plant and animal species that occur on the Public Land are listed by the Fish and Wildlife Service as proposed or candidate species, which means they are being considered for listing as threatened or endangered. In 1988, this involved 620 plants and 250 vertebrate animals. Several of these species, including the Northern spotted owl which has been proposed for listing as a threatened species, occupy extensive acreage of the Public Land. The BLM's policy and objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as T/E by either State or Federal Governments.

Special Status Fisheries - A total of 105 fishes that are federally-listed as threatened or endangered, candidates for federal listing, or listed by state governments as threatened or endangered occur on Public Land. Most of these species occur in the Great Basin or Desert Southwest.

A draft strategy plan has been developed for achieving the special status fishes goals and objectives. The plan, which should be finalized in 1990, identifies the following needs over the next 10 years: inventory of 5,737 miles of stream and over 5,000 acres of lakes and ponds, preparation of 294 activity plans, 365 habitat improvement projects, 166 research studies, critical monitoring programs, and critical acquisitions in 11 states.

Special Habitats - The Public Land encompasses a large array of habitats, plant communities and ecosystems; some of which are rare or vulnerable. Under objectives specified in *Fish and Wildlife 2000*, BLM will identify and monitor such habitats/plant communities/ecosystems and implement management

decisions to ensure the maintenance of the habitat's unique characteristics. This, in combination with other habitat management actions for fish and wildlife, including T/E species, will help ensure maintenance of biological diversity on the Public Land as well as the continued presence of rare or vulnerable habitats.



HEALTHY RIPARIAN HABITAT

The goals of *Fish and Wildlife 2000* and the state riparian strategy plans include healthy riparian areas.

During 1990, management strategies will be completed for T/E and candidate fish and plants. These strategies are intended to better utilize existing funds and personnel to ensure this long term liability of these species and identify resources needed to carry out an appropriate level of management.

The 1991 Base provides for inventorying nearly 3.5 million acres of T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species, without unnecessarily delaying other resource utilization programs. In addition the Base level provides for monitoring of 530 HMPs, T/E recovery plans, and agreements involving T/E and candidate species habitats.

BLM will be involved in the preparation of 40 recovery plans and 35 additional HMP's for identified species. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with HMPs when necessary to accomplish its portion of the recovery efforts.

At the Base level, BLM will prepare some 35 habitat management plans for T/E species that are not yet covered by recovery plans and for selected proposed and candidate species. Also, continued action will be taken to implement 81 existing T/E recovery and management plans. Since this component is the highest priority it will consume between one-quarter and one-third of the Base level funding.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	22,993	22,607	-386
(FTE)	(391)	(391)	(---)

A decrease of $386,000 is proposed at the 1991 Estimate level under current law.

Inventory and HMP preparation in the general wildlife habitat segment of the program will be decreased while emphasis is continued on riparian management, fisheries habitat improvement, and T/E species program efforts.

In 1991, inventory needs will be focused on the high priority critical habitat areas. This will result in a reduction from the Base of 2 million acres of lower priority inventory data collection. In conjunction with the emphasis on implementing HMPs, there will be a resultant decrease of 6 in the number of new HMPs to be prepared at the 1991 Estimate level.

Fish and Wildlife Habitat Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
General Wildlife and Fisheries:					
Inventory (000 acres)	24,587	15,600	16,000	14,000	-2,000
Monitoring (# plans)	1,060	986	1,000	1,000	---
HMPs written/revised (#)	71	88	90	84	-6
Projects developed (#)	716	600	600	600	---
Projects maintained (#)	1,492	1,400	1,400	1,400	---
T/E species:					
T/E inventory (000 acres)	4,867	3,730	3,500	3,500	---
T/E monitoring (# plans)	549	530	530	530	---
T/E plans written (# w/BLM involvement)	30	37	75	75	---
T/E plans implemented (#)	80	76	81	81	---

Distribution of change by object class

The object class detail for the proposed decrease of $386,000 is as follows:

	FTE	Amount
Travel and transportation of persons		50,000
Transportation of things		20,000
Rent, communications and utilities		30,000
Printing and reproduction		5,000
Other services		241,000
Supplies and materials		25,000
Equipment		15,000
Total		386,000

Proposed Law: *America The Beautiful*
Changes to Current Law Resulting
from Proposed Legislation

Increase from 1990 Current Law

(dollars in thousands)

	1990 Current Law	1991 Proposed Law	Difference
$	22,607	25,539	+2,932
(FTE)	(391)	(418)	+(27)

An increase of $2,932,000 and 27 FTE is requested for the BLM's wildlife and fisheries program as part of the *Legacy 99* component of the President's *America the Beautiful* initiative. This increase will be used to accelerate the implementation, and monitoring of existing and new *Fish and Wildlife 2000* management initiatives, with emphasis on the implementation of on-the-ground management actions, as part of the Presidential initiative.

The total increase of $2,932,000 and 27 FTE is comprised of the following items:

General Wildlife Habitat Management ($1,500,000 and +11 FTE)

Wetlands (+$500,000 and +5 FTE): An increase of $500,000 for wetlands restoration and management will expedite implementation of the Waterfowl Habitat Management Strategic Plan. Funding will be focused in the Prairie Pothole (Montana and North Dakota) and Alaska Joint Venture areas and other key wetland habitats that contain T/E and candidate species. The increase will permit acceleration of wetlands conservation actions in Alaska, Wyoming, and Montana and project development in a number of important areas such as the Warner Potholes (Oregon), Prairie Potholes area, New River in Oregon, Fish Slough in California, and Ash Meadows in Nevada, and Wetlands Showcase HMP areas.

Challenge Cost Share Program (+$500,000): As a result of the tremendous success as with past efforts of this program, a total challenge cost share program for 1991 of $2,500,000 is proposed, a $500,000 increase over the current program. The increase will provide the BLM with the opportunity to be

26-624 O—90——5

responsive to many potential cooperators whose interest and willingness to contribute matching funds/labor/materials will more than double the Federal funds available to accomplish numerous wildlife projects including research, project development, maintenance and other work associated with wildlife management. Program accomplishments will benefit General Wildlife Habitat, Fisheries, and T/E components of the program depending upon cooperators' areas of interest and BLM's program needs.

Habitat Management Plan Preparation and Implementation (+$500,000 and +6 FTE): The BLM's emphasis for the past several years in the wildlife habitat management program has focused on the implementation of the highest priority HMPs, and there has been a resultant decrease in the number of new plans prepared. In 1991 the BLM recognizes the need to prepare additional plans on some of the higher priority wildlife areas.

Consequently, the increases for the general wildlife habitat program will provide for the preparation of 10 new HMPs to address a portion of the management needs identified in the strategic plans. Areas that would be included are joint venture waterfowl areas (refer to the paragraph describing the wetlands initiative), category II desert bighorn sheep habitat, and critical raptor habitat.

Additionally 1.5 million acres of inventory, associated with the Waterfowl/Wetland, Raptor, Desert Bighorn Sheep, and Upland Game Bird Strategic Plans will be accomplished.

In conjunction with the increases in inventory and HMP implementation, there will be a concurrent increase in monitoring. To ensure that plans are accomplishing the desired objectives, the effort towards analyzing the impacts of BLM's management efforts will increase by monitoring an additional 80 plans.

BLM's accelerated implementation efforts of its existing HMPs will provide for an increase of 90 wildlife habitat development projects and would include a major portion of the challenge cost share funding going specifically towards this effort. Such projects would include vegetation manipulations (seedings, chainings, prescribed burns, etc.), fence construction, water developments, and others.

Over the past several years, maintenance accomplishments have been deferred on many wildlife projects due to higher priority demands. However, in order to protect BLM's prior investments and extend the project's effective life, BLM needs to expand its maintenance effort. The proposed increase provides funding to maintain an additional 80 wildlife habitat projects. Additionally, the BLM is expanding its outreach program and is encouraging individuals and private organizations to maintain habitat improvement projects which they have cooperatively installed.

Fisheries Habitat Management (+$172,000, and +3 FTE)

Specific strategies for fisheries management have been developed by BLM and include the Anadromous Fish Strategy Plan and the BLM Fish Program Assessment and Strategy Plan. The BLM emphasis for this program component is on aggressive implementation and monitoring of plans prepared in conjunction with *Fish and Wildlife 2000* to insure the maintenance and/or improvement of fisheries and riparian habitat.

The proposed funding increase would provide for an additional 100,000 acres of inventory, preparation of 2 new HMPs, implementation of 10 development projects, an additional 10 plans monitored, and an additional 10 projects maintained.

Threatened and Endangered Species Management (+$750,000 +8 FTE)

Even though the T/E program presently is seen as one of BLM's highest priority programs, the proposed increase will be used to meet the increasing demands of the expanding number of listed and candidate species inhabiting the Public Land. Two specific strategy plans presently being prepared that will be available to help guide the 1991 program are the T/E Fish Strategy Plan and the Special Status Plant Strategic Plan.

The proposed increase will provide for an additional 500,000 acres of inventory, an additional 5 plans monitored, preparation of 3 recovery plans that are initiated by USFWS but require BLM involvement, and implementation or action in 7 recovery plans. A few of the specific actions associated with these activities include reintroduction of black-footed ferrets, continued research on desert tortoise diseases, and monitoring the impacts of other uses on desert tortoise ranges.

Environmental and Resource Education (+$250,000 and +3 FTE)

The increase of $250,000 is for environmental and resource program education activities. This funding will be used to provide a variety of educational activities such as the "Watchable Wildlife" and "Animal Inn" initiatives, development of informational and educational materials, BLM staff guest presentations to schools at all levels, and participation in environmental education programs. The initiative will help increase understanding of the natural diversity of resources available on the Public Land, their importance to the ecological system, and the need to protect and wisely use these resources. The particular role of wildlife habitat and other renewable resources will be presented.

Volunteers (+$260,000 and +2 FTE)

The increase of $260,000 supports the BLM's active volunteer program for fish and wildlife habitat management on the Public Land. This funding will be used to cover both program management costs and volunteer expenses which include project materials, travel and housing costs, vehicles, supervision, and awards. Volunteers are used to perform a diversity of tasks within the program including studies, monitoring, inventory, and habitat development projects (plantings, guzzlers, protection fencing, access facilities, signs, stream structures, etc.). The volunteers will be involved in nearly all components of the program from big game to T/E species recovery.

Fish and Wildlife Habitat Management Workload Accomplishments

The planned workload accomplishments for 1990 adjusted, 1990 current law, and the 1991 proposed law funding levels are as follows:

Workload Measure	1990 Adjusted Approp.	Current Law	Proposed Law	Inc. (+) Dec. (-) from Cur. Law
General Wildlife and Fisheries:				
Inventory (000 acres)	15,600	14,000	15,600	+1,600
Monitoring (# plans)	986	1,000	1,090	+90
HMPs written/revised (#)	88	84	96	+12
Projects developed (#)	600	600	700	+100
Projects maintained (#)	1,400	1,400	1,490	+90
T/E species:				
T/E inventory (000 acres)	3,730	3,500	4,000	+500
T/E monitoring (# plans)	530	530	535	+5
T/E plans written (# w/BLM involvement)	37	75	78	+3
T/E plans implemented (#)	76	81	88	+7

Distribution of change by object class

The object class detail for the proposed law increase of $2,932,000 and 27 FTE is as follows:

	FTE	Amount
Personnel compensation	27	$ 864,000
Personnel benefits		176,000
Travel and transportation of persons		55,000
Transportation of things		100,000
Rent, communications and utilities		250,000
Printing and reproduction		70,000
Other services		567,000
Supplies and materials		250,000
Equipment		100,000
Lands and Structures		500,000
Total		$2,932,000

Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

(dollars in thousands)

Current Law: Program Element		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Cultural Resources Management	$	6,801	6,706	6,832	8,318	+1,486
	(FTE)	(135)	(135)	(135)	(151)	(+16)
Wilderness Management	$	7,738	7,630	7,772	7,772	---
	(FTE)	(157)	(157)	(157)	(157)	(---)
Recreation Resources Management	$	14,210	14,012	14,337	14,012	-325
	(FTE)	(290)	(290)	(290)	(290)	(---)
Total	$	28,749	28,348	28,941	30,102	+ 1,161
	(FTE)	(582)	(582)	(582)	(+598)	(+16)
Proposed Law:						Inc./Dec. Cur. Law
America the Beautiful						
Recreation Resources Management	$				[18,000]	[+3,988]
	(FTE)				[(356)]	[(+66)]

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	28,749	-401	28,348

The impacts due to PL 99-177 will result in less intensive field patrols to monitor visitor use in recreation areas, and to monitor wilderness study areas, and cultural resource sites. The frequency and extent of patrols will be reduced and therefore will not result in a decrease in workload units. Some lower priority equipment purchases and contracts will also be deferred.

Authorization

43 U.S.C. 1701 *et seq.*
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* identifies recreation as a major use of Public Lands, and requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain Public Lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the Public Lands;

43 U.S.C. 1711	-requires preparation and maintenance of an inventory of Public Land resources on a continuing basis;
43 U.S.C. 1712	-directs that areas of critical environmental concern be given priority in the inventory of Public Lands, in developing and revising land use plans, and in applying special protective management;
43 U.S.C. 1781	-provides for the management of the California Desert Conservation Area and implementation of the Desert Plan; and
43 U.S.C. 1782	-requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the Public Lands having wilderness characteristics and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (Section 603(a)).
16 U.S.C. 432 P.L. 59-209	The *Antiquities Act of 1906* provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.
16 U.S.C. 1271 P.L. 90-542	The *Wild and Scenic Rivers Act of 1968*, as amended, provides for the development and management of certain rivers.
16 U.S.C. 1241-1249	The *National Trails System Act of 1968*, as amended, establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund.
16 U.S.C. 1242-1243 P.L. 95-625	The *National Parks and Recreation Act of 1978* establishes a number of national historic trails which cross Public Lands.
16 U.S.C. 460y P.L. 91-476 P.L. 95-352	The *King Range Act of 1970*, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.
16 U.S.C. 1131 *et seq.* P.L. 88-577	The *Wilderness Act of 1964* provides for the designation and preservation of wilderness areas.
16 U.S.C. 470 P.L. 89-665	The *National Historic Preservation Act of 1966*, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.

42 U.S.C. 4321, 4331-4335, and 4341-4347 P.L. 91-190	The *National Environmental Policy Act of 1969* establishes the continuing responsibility of the Federal Government to improve programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice.
E.O. 11593	*Protection and Enhancement of the Cultural Environment* directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources.
16 U.S.C. 470a, 470cc, and 470ee P.L. 96-95	The *Archaeological Resources Protection Act of 1979*, as amended, requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system.
16 U.S.C. 3101 *et seq.*	The *Alaska National Interest Lands Conservation Act of 1980* provides for the designation and conservation of certain Public Lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.
16 U.S.C. 410 P.L. 96-550	The *Chacoan Culture Preservation Act of 1980* provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites," located throughout the San Juan Basin on Public, State, Indian and private lands.
16 U.S.C. 460(l)	The *Land and Water Conservation Act of 1965*, as amended, provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.
16 U.S.C. 460 (uu-21) P.L. 100-225	*An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, to authorize the Masau Trail, and for other purposes*, provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.

16 U.S. 4301
P.L. 100-691

The *Federal Cave Resource Protection Act of 1988* provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations.

16 U.S.C. 460xx
P.L. 100-696

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

CULTURAL RESOURCES MANAGEMENT

Objectives

The major objectives of the Cultural Resources Management program are to:

- Conserve, wisely manage, and prudently use our nonrenewable cultural and paleontological resources;
- Protect the most important and most critically threatened cultural and paleontological resources to pass them unspoiled to future generations;
- Manage the Nation's abundance of cultural resources to provide the widest range of benefits and uses to the American people, including recreation, education, and scientific study;
- Expand the public's knowledge, appreciation, and awareness of our unique cultural heritage, and obtain support for our resource policies;
- Promote partnerships with State and local governments, individuals, and public and private groups at all levels, as well as utilize the varied, voluntary, and unique organizations within our Nation to inventory, protect, and study cultural and paleontological resources;
- Issue permits to conduct archaeological, historic, and paleontological investigations on the Public Land, and monitor approved activities; and
- Prepare new activity plans as needed to address critical issues (e.g., looting, vandalism, natural deterioration, increased visitor use, management of newly acquired lands).

Base program

The 1991 Base level for the cultural resource management program is $6,832,000 and 135 FTE.

This program involves the management of cultural and paleontological resources on BLM-administered Public Land. The term "cultural resources" includes two different kinds of resources as follows: (1) "cultural properties", which are definite physical locations and associated material remains, such as archaeological and historical sites that have been found to be capable of contributing important scientific, historic, or management information, or that possess identified sociocultural, educational, or public importance; and (2) "traditional lifeway values", which are a social group's long-standing, shared beliefs and practices that relate land or land features with the group's sense of identity.

The BLM is responsible for managing the Federal Government's largest, most varied, and scientifically most important population of cultural resources. Although only about 3 percent of the Public Land has been intensively inventoried in the past decade, about 143,000 archaeological and historic properties have been recorded. Over 3,000 of these cultural resource properties have already been listed on the National Register of Historic Places and 5 properties have also been placed on the World Heritage List. Cumulatively, these resources represent the tangible remains of thousands of years of human adaptation to the land and its various resource opportunities.

Several statutes require the BLM to locate, evaluate, and manage these resources on the Public Land to prevent or minimize unnecessary damage, and to accommodate appropriate uses of these resources by the scientific community and the general public. Management of cultural resources involves a sequence of: (1) inventory (discovering and recording the resources present); (2) evaluation (determining their scientific and public importance); (3) planning (determining how they would be most appropriately used); (4) protection (safeguarding the resource potential); and, (5) utilization (authorizing or otherwise accommodating their proper use).

Inventory and Evaluation

Within the BLM cultural resources management program, inventory refers both to compiling records of cultural resources known to occur within a defined geographic area, and to the methods used in developing the records. The inventory process generally involves a sequence of: (1) archival research (compilation and synthesis of previously recorded cultural resource data from archival, library and other indirect sources); (2) field survey (systematic examinations of the land surface and natural exposures of the subsurface for indications of past human activity); and (3) report preparation (documentation of objectives, research design, methodology, coverage of area and results).

The cultural resource inventory system includes 3 classes of inventory, which are: Class I-the synthesis of existing information; Class II-sample field survey; and Class III-intensive field survey. Inventory also includes automating archaeological site forms and baseline cultural resource program data. Cultural resource syntheses are prepared to summarize and assess existing information to: identify the most scientifically important archaeological areas; identify gaps in our knowledge; suggest areas where predictive modeling may be effectively used; describe the uses (e.g., recreation, education, science and technology) to which specific cultural resources may be allocated; and indicate the management implications of such allocations.

Sample surveys (Class II) provide information on probable density, diversity, and distribution of cultural resources within a large area through interpretation of the results of intensive surveys conducted in limited portions of the target area. Intensive field surveys (Class III) are completed mostly to support other program actions, such as energy development, and are funded by the benefiting program. However, intensive field inventories may also be conducted in highly sensitive or newly acquired areas to determine management needs. All inventories result in preparation of a report.

The 1988 amendments to the Archaeological Resources Protection Act of 1979 (ARPA) require Federal agencies to develop plans and schedules for conducting on-the-ground inventories of lands under their jurisdiction which are subject to illegal excavation and artifact theft and where significant resource values are predicted to occur. Within the Base program, BLM will continue to identify such areas and prioritize inventory efforts in cultural resource overview reports, however, there are no funds within the 1991 Base for ARPA-mandated on-the-ground inventory efforts.

The BLM cultural resources evaluation system categorizes all cultural resources on the Public Land in terms of their potential for contributing to: public education and related public use (e.g., tourism, recreation, interpretation); scientific research; the maintenance of a social or cultural group's heritage or traditional lifeways (e.g., Native American religious systems); and experimentation for improving protection measures and related management techniques (e.g., using cultural resources to find solutions to specific management problems). Cultural resources of singular importance or representatives of a scarce type may be determined best suited for long-term conservation. Cultural resources that do not or no longer possess characteristics that qualify them for one of these uses, such as resources that have been destroyed, may be discharged from further management consideration. In addition to these evaluation criteria, cultural resources are also evaluated against the criteria for the National Register of Historic Places.

Planning

BLM's Resource Management Plans (RMPs) broadly categorize all cultural resources in terms of their public and scientific uses, and establish priorities for developing more detailed cultural resource management activity plans and cultural resource project plans which set out precise on-the-ground management actions. These plans reflect consultation with the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and the public.

Project plans represent the final planning stage for determining how cultural resources will be protected (e.g., stabilization, construction of physical barriers, installation of signs and interpretive displays), and where new studies will be done to improve cultural resource information. Within the Base, emphasis for plan preparation will be on newly acquired areas and areas where deterioration and vandalism have been documented to be at a critical level.

Resource Protection

The BLM devotes about one-third of its cultural resource management program Base funding to archaeological resource protection, including site-specific stabilization and physical protection projects, support for cultural resource law enforcement activities (e.g., surveillance and patrols), public awareness and education, and site interpretation efforts.

Examples of the archaeological site protection activities funded within the Base program include: participation in an interagency anti-looting public awareness project initiated by the Society for American Archaeology; participation in multi-agency task force operations to combat trafficking in looted archaeological resources; coordination with the media to promote coverage of the issue; continued support of in-house law enforcement personnel including BLM Rangers; cooperative agreements with local law enforcement agencies and military police units, such as has been developed with the Arizona National Guard; and electronic and aerial surveillance.

Within the Base program, the BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads, and other methods. Emphasis is also given to activity plans and physical site protection projects for the Chaco and Navajo Refugee sites in New Mexico and in highly sensitive areas, especially the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro Riparian National Conservation Area in Arizona, and highly significant cave sites in southeastern Oregon and southwestern Idaho.

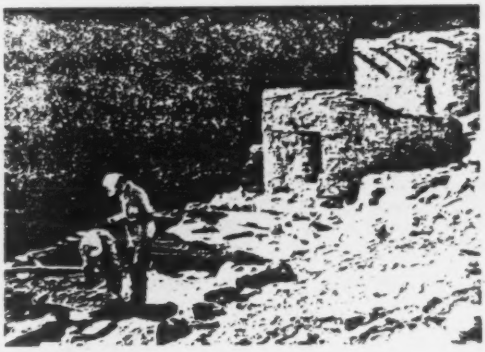
To increase management capabilities for cultural and paleontological resources, the BLM is also pursuing challenge cost share opportunities and cooperative management agreements with universities for scientific study of threatened cultural resources, with volunteers and archaeological site stewards for site monitoring, with nonprofit organizations for on-site management, with private businesses for brochures, etc. Base funding will continue to be used to fund projects in partnership with State and local governments, individuals, public and private groups, volunteers, universities, and other interested groups.

Utilization

BLM State Directors issue permits to applicant firms and institutions for archaeological and paleontological consultation and research. The BLM meets public demand by reviewing applications and issuing permits in a timely and responsive manner. The total number of permittees for archaeological work is expected to remain at the 1990 level. Total cultural resource permit workload will increase, however, due to stepped-up monitoring of permittee performance.

CULTURAL RESOURCE PARTNERSHIPS

Qualified institutions are permitted by the BLM for research and study which yields information of benefit to the applicant as well as to the public.



The Base program also supports the operation of the Anasazi Heritage Center, near Dolores, Colorado, which serves as a museum and repository for artifacts from the Four Corners area. The Center also is an interpretive facility to promote awareness and education of archaeological resources, and BLM's mission of multiple-use Public Land management. The facility has been open to the public on a full-time basis since August, 1988.

Base funding will support BLM participation in the second regional "Adventures in the Past" tribute. The first regional event, occurring in 1990 in the Four Corners area, will celebrate the artistic and cultural achievements of the Anasazi, focusing on the archaeological remains of this prehistoric culture. The 1991 event will be similar to the Four Corners States effort, and will be funded jointly by the cultural resource and recreation management programs. The 1991 event will again focus on an outstanding example of regional archaeological cultures represented on the Public Land. The event is intended to coalesce public awareness of and interest in protecting and understanding archaeological resources on the Public Land.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	6,832	8,318	+1,486
(FTE)	(135)	(151)	(+16)

The 1991 Estimate is an increase of $1,486,000 and 16 FTE. The total increase includes the following items:

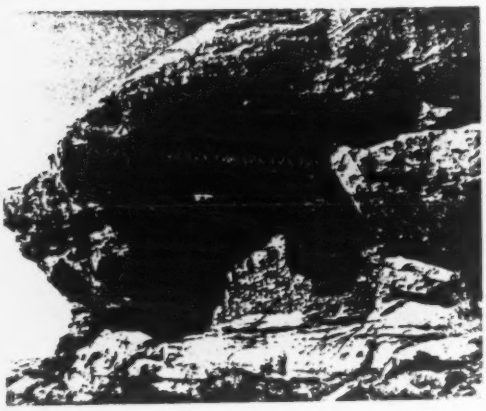
Compliance with Archaeological Resources Protection Act (ARPA) Amendments ($1,226,000 and 14 FTE): This increase is needed to meet the requirements imposed on the BLM by the 1988 ARPA amendments (P.L. 100-555 and P.L. 100-588). Under these statutes, the BLM is required to: develop plans, prepare a schedule, and conduct inventories to locate archaeological resources subject to illegal excavation and artifact theft; establish a program to increase public awareness of the need to protect archaeological resources; and document and track incidents of ARPA violations.

These provisions resulted from a 1987 GAO study and 1988 Congressional field hearings which highlighted deficiencies and problems in protecting Federal archaeological resources. These reviewers found that Federal land managing agencies, including BLM, did not have complete and accurate data which reflected the extent of the looting problem and that as a result, important cultural resources, especially in the Four Corners area of the Southwest, continue to be lost and destroyed.

Through the land use planning process and synthesis of existing information, BLM has identified numerous areas on the Public Land which require on-the-ground inventory. These areas contain significant resource values which are being severely looted and vandalized and need to be surveyed and documented before any protection measures can be undertaken. The increase will allow the BLM to inventory an additional 25,000 acres, and to prepare an additional 3 overview studies. This inventory and evaluation work will be enhanced through the expansion of the challenge cost share program.

The increase will also be used to develop and implement a system of documenting, monitoring and tracking violations of ARPA. This effort involves collecting baseline data on the current conditions of looted sites through the preparation of site maps, photographs and site records. Baseline data documentation and regular monitoring to update site condition information will be accomplished by BLM cultural resource personnel with maximum use of volunteers (such as site stewards), and by expanding the challenge cost share program to encourage partnerships and cooperative management agreements with local archaeological societies and museums. This increase will result in an additional 350 sites managed.

To increase detection of violations, BLM will develop additional patrol and surveillance plans and increase monitoring efforts such as use of electronic surveillance, and ground and aerial site patrols with support from law enforcement specialists, especially BLM Rangers. A total of 10 additional activity plans will be completed. The BLM will also continue development of an automated archaeological looting incident tracking system designed to meet the ARPA requirements, as well as those of the Federal Uniform Crime Reporting Act (P.L. 100-690). The efforts related to the ARPA violation incident tracking system will focus on high priority sites on the Public Land which suffer from looting and vandalism.



CLIFF DWELLING IN SE UTAH

The Four Corners Region abounds in sites which are easily accessable and vulnerable to vandalism and theft.

Part of the ARPA compliance increase ($100,000) will be used to implement a Bureauwide strategy to educate the public about the problem of looting and vandalism on the Public Land, and to maintain adequate cultural resource protection as archaeological resource visitation increases. The BLM's experience has demonstrated that to combat looting and vandalism over the long term, public education must go hand-in-hand with active law enforcement. Education efforts will employ a variety of methods including: development of additional interpretive and educational materials (such as exhibits, brochures, signs, posters, etc.); increased media coverage concerning provisions of ARPA and successful law enforcement cases; increased training of local law enforcement agencies to enhance support for detecting and prosecuting ARPA violators; and presentations at local schools and civic organization meetings.

Enhancement of Volunteer Assistance ($260,000 and 2 FTE): This increase is associated with the Secretarial initiative to enhance Public Land volunteer assistance. Volunteers significantly expand the BLM's management capabilities in the areas of inventory, protection, and study of cultural and paleontological resources on the Public Land. In 1988, the most recent year for which volunteer statistics are available, 14 percent of all volunteer time contributed to the BLM was for the benefit of the cultural resource program. This amounted to over 45 work years of time, which represents an increase of over 156 percent since 1986, the first year in which volunteer statistics were kept.

The emphasis in 1991 will be placed on forming new partnerships with private citizens, universities, amateur archaeological groups, local historical societies and various service and conservation organizations, increasing the number of volunteers and volunteer projects, and facilitating and promoting the use of volunteers within BLM. Funds will be used to recruit, orient, and support volunteers and for volunteer project materials. Projects could include monitoring of sites to discourage vandalism and artifact theft, stabilization of deteriorating structures, inventories to locate and record cultural resources, research, and interpretation of prehistoric and historic sites. An estimated 40 additional site protection projects will be accomplished with this increase.

Cultural Resources Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000s acres)	75 1/	75	75	100	+25
Activity Planning (# plans)	53	53	53	63	+10
Permits (# permits)	375	375	375	375	---
Site Management (# sites)	1,200	1,200	1,200	1,550	+350
Resource Protection/ Stabilization (# projects)	200	200	200	240	+40

1/ This figure has been adjusted to more accurately reflect the actual level of Class III Inventory funded within the cultural resources management subactivity.

Distribution of change by object class

The object class detail for the increase of $1,486,000 and 16 FTE is as follows:

	FTE	Amount
Personnel compensation	16	$ 512,000
Personnel benefits		104,000
Travel and transportation of persons		70,000
Rent, communications, and utilities		30,000
Printing and reproduction		150,000
Other services		530,000
Supplies and materials		50,000
Equipment		40,000
Total		$1,486,000

WILDERNESS MANAGEMENT

Objectives

The major objectives of the wilderness management program are to:

- Prepare wilderness management plans and manage designated wilderness areas in accordance with established regulations and guidance;
- Conduct interim management on wilderness study areas (WSAs) pending completion of wilderness environmental impact statements (EISs)/ wilderness study reports (WSRs), suitability recommendations, and Congressional action;

- Continue progress on wilderness study reports including areas added as a result of *Sierra Club v. Watt* litigation, to meet the October 21, 1991 deadline contained in FLPMA;

- Coordinate with the Geological Survey and Bureau of Mines on mineral surveys conducted in support of the wilderness program; and

- Emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management responsibilities.

1991 Program

The Base and Estimate funding for the wilderness management program is $7,772,000 and 157 FTE.

The wilderness management program consists of various processes and phases in which potential wilderness areas are identified, studied, and protected. Additionally, the program includes management of areas which have been legislatively designated as wilderness areas as part of the National Wilderness Preservation system.

The 1991 program is driven by the statutory provisions of section 603 of FLPMA which require that the Secretary of the Interior must report recommendations for wilderness designation or release from wilderness study status to the President by October 21, 1991. Major portions of the program have been completed with the final stages of the reporting process scheduled for completion in 1991. However, if Congress enacts individual pieces of wilderness legislation prior to the BLM's completion of the final reporting process, there would be an increase in BLM's wilderness management responsibilities for several States.

Inventory and Wilderness Studies

The wilderness inventory program called for by section 603 of FLPMA in the western states (excluding Alaska) was completed in 1980. Based on the inventory, approximately 25 million acres, located in 11 states and comprising 860 separate areas, were identified and classified as wilderness study areas (WSAs).

Section 1320 of the Alaska National Interest Lands Conservation Act of 1980 (ANILCA) exempted BLM lands in Alaska from the section 603 FLPMA review program mandated for the lower 48 states. Wilderness studies, including inventory, in Alaska will be conducted as part of the resource management planning process implemented by BLM under section 202 of FLPMA. Wilderness studies in Alaska are not anticipated to commence until the mid or late 1990's. Wilderness inventory efforts in the lower 48 States after 1991 will be conducted as part of BLM's normal inventory and resource management planning activities, and should be minimal.

The study process is integrated with BLM's land use planning system. All study reports, including EIS's and mineral survey reports, are combined into a specific Statewide reporting package for approval and decision by the Secretary. WSA's are evaluated based on specific policies and criteria contained in the Wilderness Act. Recommendations are prepared on which WSA's are suitable for preservation as wilderness areas and which areas are nonsuitable for wilderness designation based on these studies and evaluations of all potential resource values and uses. The recommendations are prepared by BLM for the Secretary of the Interior to transmit to the President.

Over 68 separate studies and EISs have been completed in 1989. As mandated by FLPMA, all Statewide reporting packages are required to be sent to the President by the Secretary of the Interior by October 21, 1991. During 1990, six Statewide reporting packages (California, New Mexico, Nevada, Idaho, Wyoming and Colorado) are scheduled to be submitted to the Secretary, with the remaining four (Montana, Oregon, Utah and Arizona) scheduled for early in 1991.

Interim Management

Section 603(c) of FLPMA requires BLM to manage lands under wilderness review in WSA's to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values and to manage all use activities in a manner so as not to impair the suitability of WSAs for preservation as wilderness. Additionally, the IMP governs existing mining, mineral leasing and grazing activities (i.e., "grandfathered" uses or valid existing rights) to prevent unnecessary or undue degradation of the WSA. Primary emphasis under the IMP is on the surveillance and monitoring of ongoing actions and activities in WSAs.

All lands included in WSAs remain under the IMP until legislation is enacted by Congress which either releases them from wilderness study area status by returning them to multiple use or adds them to the Wilderness Preservation System. As lands are released from WSA status, the funding needs for interim management decline. However, if the WSAs are designated as wilderness, funding requirements for planning and management increase, especially in the first few years following designation because of the special management requirements under the Wilderness Act and BLM's implementing regulations.

Wilderness Area Management Planning

BLM develops wilderness area management plans for designated wilderness areas which serve as the management guidance for these areas. The BLM wilderness area management planning process includes a number of steps. The process begins with a review of legislative requirements, and determination of public participation needs. A BLM interdisciplinary team is assembled and identifies any issues which need to be resolved in order to meet wilderness objectives, such as long-term protection needs, visitor use management, and management of nonconforming uses and other resource activities. Data is compiled from the completed wilderness study documents, mineral surveys and land use plans and analyzed to develop possible wilderness management actions and alternatives. The draft plan and an environmental assessment is prepared and published for public review and comment. Public notification is given when the final plan is approved.

To assure that wilderness values are maintained as specified in the Wilderness Act, all actions necessary for management of resources within each wilderness area are specified in the wilderness area management plan. For example, levels for visitor use are established where necessary. Limits of acceptable change in resource conditions within the wilderness area are established and a schedule for monitoring change initiated. Maintenance schedules for wildlife and range improvements within wilderness areas are developed. Requirements for vehicle access and road closures are identified, and access requirements for non-Federal inholdings are analyzed and recommendations for possible acquisition of inholdings are developed. Requirements for inclusion in anticipated mining plans of operations and stipulations for oil and gas lease development are also developed.

The BLM's policy is to complete wilderness area management plans within 2 years of designation. If a large number of wilderness areas in a State are designated in the same year the completion of management plans is usually staggered over 5 years to accommodate the large workload. Between 1978 and 1988, 17 wilderness area management plans were initiated in six states and all of these plans will be completed by the end of 1990. Another eight BLM wilderness areas are being included in management plans for adjacent U.S. Forest Service wilderness areas. The Base program does not include funding to initiate new wilderness area management plans in 1991.

Wilderness Management

Wilderness area management involves the initial and long-term actions necessary to maintain the wilderness values while permitting compatible uses of other resources within a wilderness area. The wilderness area management component is composed of the following workloads:

Wilderness Area Patrol and Surveillance: All wilderness areas require regular ground and/or aerial patrol and surveillance to detect unauthorized uses that could impair or destroy wilderness values. The intensity of surveillance varies with the intensity of use in the wilderness area. Generally, areas with low use and few conflicts require only monthly surveillance, whereas wilderness areas that are heavily used or have high potential for conflicting uses might require more frequent patrols and surveillance. Roads identified for closure must be barricaded and patrolled on a regular basis. In addition, monitoring of environmental indicators is done to detect changes in resource condition so that appropriate adjustments in management activities can be made. This workload is a continuous and long-term component of wilderness management.

Wilderness Area Boundary Identification and Maps: Upon designation, wilderness areas require signing, and in some cases fencing, of boundaries. Cadastral surveys conducted by BLM are needed to identify the boundaries and locate or re-establish survey monuments as necessary. This workload also includes updating public land records, and preparing wilderness maps for official files and public distribution. Identification of the wilderness area boundary on the ground and on maps is essential to effective management of the use of wilderness areas, as well as the adjacent nonwilderness Public Land. This workload is a one-time need which should be completed within the first few years after designation.

Public Education: Notifying the public, as well as local governmental agencies, about the designation and boundary locations of new wilderness areas, and what activities are permitted in wilderness areas, is a large initial workload following wilderness area designation. Brochures, maps and media coverage are used to accomplish this task. Over the long term, public information efforts also include providing information about appropriate methods and techniques for using the wilderness area in a manner that would protect wilderness values. Local governments and agencies with jurisdiction over law enforcement, utilities, highways and fire protection are contacted and included in the planning process. This workload is primarily an up-front effort and is most intensive during the first few years after wilderness designation.

Nonconforming Wilderness Uses and Other Resource Management: As defined in 43 CFR 8560, "nonconforming uses" of wilderness areas, such as maintenance of range improvements, development of predesignation mining claims, and access to non-Federal inholdings, are specifically permitted in wilderness areas and require wilderness management coordination to assure that any impacts to wilderness values are minimized. Activities related to the management of other resources, such as wildlife, recreation and cultural resources, within wilderness areas are permitted at the discretion of the Federal land managing agencies to the extent that activities do not impair wilderness values. To ensure that policies are properly implemented, BLM wilderness management personnel must work closely with other BLM resource specialists during the design and implementation of projects in wilderness areas to develop stipulations which protect wilderness values. Coordination with State and local governments, and user groups is also required.

Wilderness designation also results in additional special workloads in many resource management programs due to the requirements of the Wilderness Act, BLM's Wilderness Management Procedures (43 CFR 8560), and the management prescriptions in each wilderness management plan. Examples of these additional workloads include: conducting mining claim validity examinations; working with grazing permittees regarding maintenance procedures for range improvements; revising cultural resources survey and excavation permits; amending existing resource activity plans; measuring water quality and quantity; maintaining road closures, signs, trails and trailheads; and educating hunters and other visitors about allowed activities in wilderness areas through public contacts. Because restrictions on allowable activities within designated wilderness are more stringent than under interim management of WSAs (such as prohibited use of motorized or mechanized equipment), the cost of regular resource management activities in wilderness areas can be somewhat higher than before designation. This component of wilderness management is a long-term workload which will continue at a steady rate beginning with wilderness designation.

The Base program provides funding for wilderness management in 26 existing BLM wilderness areas, comprising 458,260 acres.

Resource Protection/Rehabilitation

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resource damages in wilderness areas. These damages may have been the result of unauthorized activities within the wilderness area such as prospecting, mining, off-road vehicle use, and unauthorized road construction. Some of the activities may have occurred prior to inclusion of the area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and have been identified through interim management. The BLM does the rehabilitation directly only if the responsible parties cannot be identified or located, or if they lack financial resources due to bankruptcy, cessation of business activities, etc. to repair the damages incurred.

Wilderness Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base and Estimate
Interim management (000s acres)	24,742	24,742	24,742
Wilderness area mgmt. plans (# plans initiated)	6	---	---
Wilderness area management (# of areas)	25	26	26
Resource protection/ rehabilitation (# projects)	12	12	12

RECREATION RESOURCES MANAGEMENT

Objectives

The major objectives of the Recreation Resources Management program are to:

- Ensure the continued availability of the Public Land for a diversity of resource-dependent outdoor recreation opportunities within the context of multiple use;
- Protect sensitive natural and cultural resource values through limiting or allocating recreation resource use, issuing use permits, and monitoring impacts on other resource values, while maintaining the availability of outdoor recreation opportunities and experiences;
- Provide a variety of public recreation opportunities and experiences through planning, visitor information, interpretation, protection, and on-the-ground presence where appropriate and reasonable;
- Provide active management and operate facilities for intensive recreational uses to protect the health and safety of the user, to reduce potential conflicts among users, and to minimize potential resource damage;
- Provide an appropriate level of visitor management and assistance, including support for law enforcement Rangers, so that visitors will be informed and aware, and will behave in a responsible manner, while maintaining the intrinsic values of the Public Land as a place to explore and enjoy safely;
- Assure that recreational users assume a share of the cost of recreation facility maintenance and resource protection by establishing and collecting equitable fees at appropriate facilities and for certain recreation-related uses of the Public Land;
- Facilitate private sector use of public recreation resources, provide revenues to the Federal Government, and protect resources by issuing special recreation permits and recreation concession leases to individuals and commercial recreation and tourism organizations operating on the Public Land; and
- Expand and strengthen partnerships with other Federal, State, and local agencies and the private sector to enhance the outdoor recreation opportunities offered on and adjacent to the Public Land, and maintain cooperative relationships with national, State and local tourism entities to enhance local economies through tourism.

Base program

Base funding for the Recreation Resources Management program is $14,337,000 and 290 FTE.

The Public Land offers recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by the BLM include: 32 National Wild and Scenic Rivers; 22 National Recreation, Scenic, and Historic Trails; 5 National Conservation Areas, such as the 12-million-acre California Desert Conservation Area, the 56,431-acre San Pedro Riparian National Conservation Area, and the 262,690-acre El Malpais National Conservation Area; and 1 National Recreation Area (White Mountains National Recreation Area, Alaska). The BLM also manages 490 developed and 2,183 undeveloped recreation sites, 2,815 miles of interpretive, hiking and equestrian trails, 467 boating access points, 19 concession operations, 4,238,000 acres of lakes and reservoirs, and 19 visitor information centers (including 8 major facilities, field contact stations, and cooperative exhibit centers). In addition, there are 284 special recreation management areas which require intensive management, 115 established natural areas, 894 recorded cave resources, and numerous areas of critical environmental concern with significant recreation values. The Public Land also provides many extensive recreational use opportunities, such as hunting, fishing, sightseeing and hiking.

Recreation 2000

To guide the recreation management program over the next decade, the BLM prepared *Recreation 2000: A Strategic Plan* in 1988. This plan provides a clear statement of the BLM's recreation management policies and goals, and highlights where the BLM intends to concentrate efforts in all recreation-related programs, including recreation resource management, facilities maintenance, access, land acquisition, construction, and others. In 1989, the BLM prepared national and State implementation plans to carry out the objectives of *Recreation 2000* and began to carry out priority action items in 1990.

The Public Land administered by the BLM has the most potential of all lands managed by the Federal Government to provide the widest range of opportunities for diversified recreation, local economic benefits, and conservation of our Nation's natural and cultural resources. The 270 million acres of Public Land in the 11 western States and Alaska represent as much land as the acreages of the National Park and National Forest Systems combined. The implementation of *Recreation 2000* is critical to properly manage the growing use of the Public Land for outdoor recreation purposes within the context of the BLM's multiple use mission.

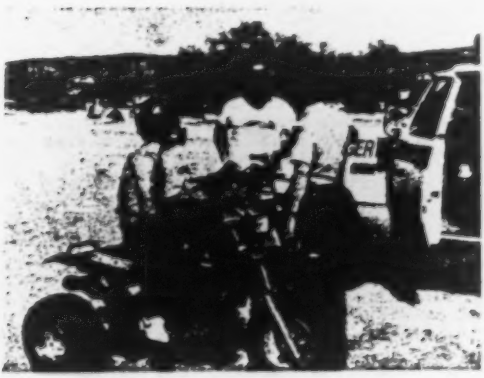
Recreation 2000 identified eight major challenges that are critical to the successful implementation of the BLM's long-range recreation policy objectives and form the basis for the BLM's recreation initiative. These challenges are: 1) visitor information and interpretation; 2) resource protection and monitoring; 3) land ownership and access adjustments; 4) partnerships; 5) volunteers; 6) tourism programs; 7) facilities; and 8) permits, fees and concessions.

To assist in implementing the goals, policies, and challenges identified in *Recreation 2000* strategy, the BLM has prepared a Bureauwide implementation plan which contains 100 action items and a schedule to meet the eight *Recreation 2000* challenges. The BLM Implementation Plan focuses on improving the BLM's capability to protect essential recreation and other natural resources, on maintaining existing recreation facilities, and on improving service to visitors. State-level implementation plans identify the on-the-ground issues and priorities in resource management, maintenance, access, acquisition and construction for all recreation management areas. Within the 1991 Base, priority is placed on improving our capability to protect essential recreation and other natural resources, maintaining existing recreation facilities, and improving service to our visitors.

Management of Special Areas

The BLM is mandated in the Federal Land Policy and Management Act (FLPMA) of 1976 to manage the Public Land for a diversity of opportunities and sustainable development as opposed to single, short-term use. FLPMA further directs that the BLM protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archaeological values.

Within the Public Land, there are areas of national significance for which the protection and conservation of significant resources is paramount. In the BLM, such areas may be Congressionally designated through legislation, such as National Conservation Areas (NCAs) and Wild, Scenic or Recreational (WSR) Rivers, or by administrative designations, such as Areas of Critical Environmental Concern (ACECs), National Natural Landmarks, or Special Recreation Management Areas (SRMAs). Within the Base for the recreation resources management program, the BLM focuses most of its activities on identified SRMAs where more intensive recreational use requires direct BLM supervision of use activities and investments in resource protection facilities. The delineation of SRMAs is based on an evaluation of similar or interdependent recreation values, homogeneous or inter-related recreation uses, land tenure and use patterns, transportation systems, administrative efficiency, intensity of use, high resource values, public concerns, or interagency considerations.



BLM RANGER

In addition to law enforcement, the BLM Ranger is a primary contact for visitor management.

As a designation unique to the BLM, National Conservation Areas (NCAs) receive more intensive management than other multiple use lands with a focus on recreation values and conservation of their natural and cultural resources. Other uses in NCAs which are also consistent with the management objectives for the area are allowed and facilitated. Examples of other special areas under BLM jurisdiction include the White Mountains National Recreation Area in Alaska, the Red Rocks Recreation Lands in Nevada, and the East Mohave National Scenic Area in California.

Each of BLM's specially managed areas has received some type of formal designation which highlights the long-term commitment to more intensive resource management and protection of the critical resource values. All of these specially designated and managed areas are the focus of public interest and have received extensive private sector and local government support through volunteers, contributions and cooperative management efforts.

The outstanding character of recreation opportunities found in these special areas have made them extremely popular with the public. The resulting high visitor use levels requires the BLM to provide a higher level of recreation management to ensure that important resources are protected and visitor needs are met. These intensively used special management areas often satisfy public recreation demands that cannot be met on lands managed by other Federal agencies or provided by the private sector.

The 1991 Base program continues the 1990 level of recreation management funding for the NCAs which are: the El Malpais National Conservation Area in New Mexico, California Desert Conservation Area and the King Range National Conservation Area in California, the San Pedro National Conservation Area in Arizona, and the Steese Mountain National Conservation Area in Alaska. Recreation management emphasis in these areas focuses on additional plan implementation (such as the Desert Plan), plan development in the newly designated National Conservation Areas (San Pedro and El Malpais), and on the reduction of resource conflicts and unauthorized uses in the California Desert Conservation Area.

Since an important component of the recreation resources management program involves providing on-the-ground management presence, the BLM has visitor service specialists, law enforcement rangers, and seasonal visitor management specialists in intensively used recreation management areas in many States. Within these areas, the operation of developed and undeveloped recreation sites also includes collecting fees through routine on-site visits or fee collection devices, and providing visitor supervision through the use of campground hosts.

Inventory and Evaluation

To make informed management decisions concerning recreation priorities and to monitor the effectiveness of those decisions, the BLM collects data on the types of recreation values and opportunities, and the nature and extent of visitor uses occurring on the Public Land. These data are used in the preparation of activity and project plans, and form the basis for decisions concerning the level of on-the-ground visitor management, the location and types of necessary resource protection projects, the appropriate frequency of facility maintenance, and the location and design of recreation-related facilities and roads. Recent legislation has placed an emphasis on inventory and evaluation to identify and manage potential wild, scenic and recreational (WSR) rivers and significant cave resources.

Wild, Scenic and Recreation Rivers: For WSR rivers, 8 separate steps are involved as follows: 1) inventory to identify potentially eligible segments; 2) determination of eligibility based on the criteria established by the Wild.

and Scenic River Act of 1968; 3) tentative classification of each segment as either wild, scenic or recreational so identified values can be protected until formally designated by Congress; 4) study to determine the suitability of particular segments for inclusion in the National Wild and Scenic Rivers System and development of recommendations through the BLM's RMP/EIS process; 5) preparation of legislative reports, legislative EISs, and transmittal documents; 6) activity plan preparation and boundary determined; 7) final classification and designation by Congress as wild, scenic and recreational; and, 8) activity plan implementation.

The inventory and evaluation of potentially eligible WSR river segments (i.e., steps 1 through 4 above) are conducted as part of the pre-planning and issue scoping steps in the land-use planning process. Potential river segments and associated issues are identified by BLM specialists with public input. Criteria for each river value category (i.e., wild, scenic, recreational) are applied to each segment to determine its eligibility. To qualify as eligible, a river segment must be free flowing and have at least 1 outstandingly remarkable scenic, geologic, wildlife, recreational, historically, or other resource value.

Within the 1991 Base program, the BLM will conduct inventory and complete studies (i.e., steps 1 through 4 of the process as described above) for approximately 15 potentially eligible WSR river segments. This work will be accomplished as part of the BLM land-use planning process and in coordination with the RMP schedule.

Cave Resources: As required under the Federal Cave Resource Protection Act of 1988, the BLM also conducts inventory and evaluation of significant cave resources located on the Public Land. This process includes: consolidating existing records; contacting local cavers and interest groups to identify additional known caves; field trips (with assistance from caving groups) to assess resources values and conditions; tentative evaluation based on significance criteria; public review and comment; and final significance determination.

After a cave is determined to be significant, additional inventory and documentation (e.g., mapping, photography) may also be needed to provide data on significant resource values and cave conditions needing management and protection as a basis for activity plan preparation. Based on inventory work to be completed in 1990, a significant increase is projected in the number of known, recorded caves on BLM on BLM-managed lands.

Planning

Activity planning for recreation resources is conducted at two levels; 1) recreation area management plans, and 2) project plans. Recreation area management plans identify on-the-ground actions needed within a designated area to implement recreation use decisions made in RMP's. Project plans, which are completed for individual recreation sites, form the basis for development of the survey and design specifications for recreation-related maintenance and construction projects and other project work, such as interpretive facilities and resource protection measures.

In general, BLM will shift planning emphasis within the 1991 Base from the preparation of management plans to the preparation of project plans, and implementation of existing approved plans (i.e, resource protection and visitor management). This shift is needed to meet the goals and objectives of *Recreation 2000*. Priority for management plan preparation will be given to Congressionally designated areas and top priority special recreation management areas as outlined in the State Implementation Plans.

In addition, the 1991 Base program covers completion of plans for BLM-managed portions of rivers in Oregon which were added to the National Wild and Scenic River System in late 1988. By the end of 1991, all 32 of the currently designated WSR rivers will have approved management plans. The preparation of management plans for cave resources identified in the 1990 inventory will also be a initiated for approximately 25 caves, primarily in New Mexico and Wyoming, which have been identified in approved RMP's.

Permit Management

Many unique recreational opportunities on the Public Land are made available to the public through the issuance of permits to private individuals, commerical operators, and organizers of competitive events, such as promoters of large off-road vehicle (ORV) events. BLM issues permits for several types of recreation activities, such as commerical river use, backcountry outfitters (for hunting, backpacking, etc.), ORV and other competitive events (e.g., all terrain vehicle race, the Iditarod Dog Sled Race), as well as individual recreation use (e.g., camping, long-term visitor areas).

Although the workload varies with the type of use, permit issuance generally involves the following steps: permittee negotiation to define the proposed use and the area of use; field visits to the permit area; preparation of NEPA-required environmental documents; development of stipulations for resource, participant and/or spectator protection; and determination of the appropriate fee. After a permit is issued, the BLM must monitor the authorized activities to ensure compliance with the permit terms and stipulations, and for commerical permits, process the final billing and collect remaining fees.

Permit management is a critical workload because the accompanying monitoring and compliance activities provide the BLM with its main capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Land and to prevent resource damage as well as to ensure adequate fee collection and revenue from special recreation activities. The public is well served through the permitting of commercial operators; otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many Public Land recreation opportunities.

Fee Collection

The issuance of recreation use permits also provides a direct monetary return to the Federal Government. In 1989, collections from over 72,190 recreation use permits for camping at developed facilities and from 11,297 special recreation permits totalled approximately $1,413,000. Collections in 1990 are expected to be approximately $1,300,000.

As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203), receipts from recreation fees are deposited in a special BLM account and are available for appropriation to the BLM to cover recreational management and maintenance costs. Up to $1,200,000 of the 1991 request for the Management of Lands and Resources appropriation is intended to be derived from the receipts collected into this account in 1990. This projected 10-percent increase is based on plans to collect fees at an additional 20 existing developed recreation sites in 1990, as well as the expected continued increase in the number of permits issued. The 1990 adjustment of the special recreation permit fee schedule to account for inflation since the last increase will also result in higher fee receipts. Future adjustments will be made every 3 years.

Approximately half of these fees will be used to support management of recreation facilities and fee-generating recreation uses as described under this program (i.e., recreation resources management) and the other half will be used for maintenance of recreation facilities which generate fees (as described under the facilities maintenance program). Examples of the types of recreation management and maintenance actions funded with these fees are: monitoring recreation use permits, installing recreation resource protection projects, repairing recreation facilities such as campsites and picnic areas, routine maintenance of recreation site grounds, etc.

Visitor Services

This portion of the BLM recreation management program includes a variety of services performed by BLM office and field personnel and volunteers to ensure that visitors to the Public Land have a safe, enjoyable experience. Included are the following functions: 1) information and interpretive services; 2) emergency assistance; and 3) visitor protection and supervision.

Information and interpretive services involve providing basic information about an area or site through personal contact, maps publication, signs and formal interpretive/education programs. Occasionally, the BLM is called upon to provide emergency assistance to visitors, such as supplying emergency drinking water, first aid medical care, minor vehicle repairs, vehicle extraction, and emergency radio communciations. Visitor protection and supervision activities include protecting visitors from natural and human-made hazards, protecting sensitive natural resources from damage due to unauthorized use, minimizing conflicts among visitors or with other authorized users, and monitoring local conditions to ensure that important recreation opportunities, visitor safety, and sensitive natural resource values remain unimpaired. Emphasis is placed on providing on-the-ground presence of BLM personnel where appropriate and, where necessary, on enforcing laws and regulations by BLM Rangers who have been delegated law enforcement powers.

The Base program provides a large portion of the funding for BLM Ranger patrols in selected areas of California (especially in the California Desert), Arizona, Nevada, Utah, Idaho, Oregon, New Mexico and Colorado. As multi-resource specialists, uniformed BLM Rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence in these areas. The presence of BLM Rangers trained in both resource management and law enforcement is important in both heavily used and remote BLM areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, to increase user safety, and to provide an authoritative and informative presence on the Public Lands.

Resource Protection

This portion of the program is directed toward preventing degradation or damage to resources from recreation-oriented activities. Interim protection, and management or project plan implementation can require resource protection projects, such as the installation of barriers, fences, use control signs and interpretive signs. This component also includes project work needed to reduce erosion by directing use away from fragile soils, installation of devices to prevent overuse of sensitive vegetative areas or wildlife habitats, landscape treatments, etc. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land-use activities through the addition of stipulations to leases and permits.

"4-WHEELING" IN SW COLORADO

The Alpine Loop in Colorado's San Juan Mtns. is very popular with 4-wheel drive enthusiasts and demands considerable management attention for visitor management and resource protection.

A major share of the BLM recreation resource protection projects involves ORV use and water-based recreation. The designation of a WSR river usually results in increased use as outfitters conduct river-running trips and the general public becomes more aware of the riverine recreational opportunities. Additional resource protection projects may be needed to avoid the consequences of overuse including water pollution, soil erosion, littering and solid waste problems, and illegal camping on sensitive resources. The timely installation of properly placed protection projects can reduce resource damage and eliminate future resource rehabilitation costs.

The ORV designation process also results in the need for resource protection projects. This process starts with the identification of three types of areas in the planning process (i.e., open, closed or limited to ORV use). In coordination with user groups, BLM specialists determine which roads and trails may be used by ORV's and what closures or restrictions are needed, and then prepare maps and brochures to inform the public of these designation. Implementation of ORV designations requires the posting of signs, construction of fences and other barriers to prevent and control use. Some roads and trails may also be rehabilitated to prevent unauthorized use and correct past damage from ORV use.

Priority will be on resource protection projects in heavily used recreation management areas according to needs identified in the State implementation plans.

Improved Management through Partnerships

The BLM continues to encourage partnership arrangements to assist in management of recreation resources, and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in recreation management efforts. Partnership arrangements have been successfully developed with such groups as historical societies, ORV clubs, caving, hiking, and rockhounding groups, hunting and fishing clubs, ranchers, conservation organizations, whitewater boaters, and other users. In addition, partnerships have been developed with many State, local, and Federal agencies. Partnerships with the private sector (such as guides and outfitters) and other agencies have proven to be beneficial in the implementation of the recreation permit program.

The BLM initiated a pilot challenge cost share program in recreation management in 1989, and in 1990, the BLM expects to receive $900,000 worth of private contributions to match approximately $500,000 in Federal funds.

Within the 1991 Base, the BLM will continue the recreation challenge cost share program at the 1990 level to accomplish additional on-the-ground projects on the Public Land. The BLM expects to receive matching funds, labor, and materials from recreation user groups, civic organizations, businesses, and local public agencies to improve management of recreation resources and facilities. Potential projects could include: design and installation of interpretative exhibits; signs and brochures, maintenance of campgrounds and trails; completion of cultural resource inventories and visitor surveys; stabilization and interpretation of historic sites; and installation of boat ramps on whitewater rivers.

Volunteers

The volunteer program involves recruiting and supervising volunteers, developing and supplying materials for volunteer projects, and coordinating the use of volunteers within the BLM. Over the last 8 years, the BLM volunteer program has grown nine-fold in terms of annual workhours contributed and 14-fold in terms of the number of volunteers. In 1988, a total of 14,077 volunteers contributed over 583,351 workhours to the BLM for an estimated value of $5,600,000, at a cost to the BLM of approximately $550,000. This represents a benefits to cost ratio of 10 to 1. The BLM uses volunteers in almost all major activities where they perform a variety of tasks such as conducting minerals mapping and research, constructing rangeland projects, recording archaeological sites, inventorying wildlife and plants, maintaining trails and facilities, serving as campground hosts, and clerical and other administrative support such as operating computers.

Within the recreation resources management program, 7,350 volunteers contributed approximately 363,108 workhours of work valued at $2,979,013 in 1989. The 1991 Base program continues the 1990 level of funding to aid BLM volunteer use in the recreation management program by providing training, supervision and reimbursement of allowable volunteer expenses.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	14,337	14,012	-325
(FTE)	(290)	(290)	(---)

A decrease of $325,000 is proposed at the 1991 Estimate level.

This reduction results from the completion of the Congressionally directed feasibility study of a potential National Recreation Area on the American River in California. Completion of this project does not effect other workloads which will not be reduced and accomplishments will continue at the 1991 Base level.

Recreation Resource Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory (000 acres)	5,225	3,200	3,200	3,200	---
Activity plans (# plans)	102	116	116	116	---
Permitting (# permits issued)	11,095	12,000	12,000	12,000	---
Resource protection (# projects)	175	207	207	207	---

Distribution of change by object class

The object class detail for the decrease of $325,000 is as follows:

	FTE	Amount
Travel and transportation of persons		50,000
Transportation of things		15,000
Rent, communications, and utilities		20,000
Printing and reproduction		10,000
Other services		200,000
Supplies and materials		20,000
Equipment		10,000
Total		$325,000

Proposed Law: *America the Beautiful*
Changes to Current Law Resulting from Proposed Legislation

Increase from 1990 Current Law

(dollars in thousands)

	1990 Current Law	1991 Proposed Law	Difference
$	14,012	18,000	+3,988
(FTE)	(290)	(356)	(+66)

An increase of $3,988,000 and 66 FTE is requested as a part of the "Legact 99" component of the President's *America the Beautiful* initiative. This increase would be used to accelerate implementation of the *Recreation 2000* goals and objectives according to priorities set forth in the BLM and State implementation plans.

The proposed increase for *Recreation 2000* will provide BLM with additional capability to: prevent damage to natural and cultural resources from improperly managed use; detect and stop increased illegal activities; provide adequate management of recreation areas; ensure healthful and safe conditions in recreation areas; increase volunteerism and partnerships with State and local agencies, and private and public groups; and expand public education efforts to engender appreciation of our resources. Priority will be placed on enhancing permit management, increasing field patrols, developing visitor information and interpretative materials, implementing additional resource protection projects, and operating facilities in priority areas to better manage visitor use and reduce resource damage. Funding will primarily be directed to identified high demand priority special recreation management areas in each State, which include Congressionally or administratively designated areas.

The proposed increase includes the following items:

Visitor Management ($1,128,000 and 22 FTE): This increase is needed for additional visitor use supervision which includes on-the-ground visitor contact, fee collection and facilities operations, and reduction of unauthorized uses in heavily used areas. An adequate level of visitor management is required both to protect resource values and to insure the health and safety of visitors. Increased visitor management requirements for the BLM have resulted from the additions to the Wild and Scenic River System, new National Conservation Area designations, and the Federal Cave Resources Protection Act. Demands for additional on-the-ground presence also grow as recreational visitation to the Public Land reaches a projected 63 million visits by 1991.

SPECIAL MANAGEMENT AREAS

Areas such as this vista in SE Utah display the outstanding character of the Special Management Areas on BLM land.

Specific visitor management workloads to be accomplished with increased funds include: more frequent road and trail patrols during high use periods in high demand, heavily used areas to minimize impacts to fragile resources such as historic sites and riparian habitats, and discourage vandalism of signs and recreation facilities; establishment of additional visitor contact stations at key entry points to heavily used recreation areas; production of additional brochures and maps to direct visitors and instruct them on wise use of the Public Land resources, especially for the newly designated WSR rivers, National Conservation Areas, designated limited and closed ORV areas, and cave resources; and development and implementation of additional interpretive programs to enhance visitor education. Efforts devoted to permitting and visitor contact activities are not reflected in the workload measures table but will be increased by approximately 10 percent over 1990.

Permit Management ($800,000 and 15 FTE): This increase is needed to handle the growing demand for issuance and monitoring of recreation permits as called for in *Recreation 2000*. By 1991, the number of special recreation use permits issued annually is expected to reach 13,000, however, the major workload increase will be in monitoring of permits (through patrols and spot checks) to prevent unauthorized use and resource damage resulting from noncompliance, and to collect fees due to the Government. As public interest grows and use by outfitters and guides increases, the additional WSR rivers designated in 1988 will also generate additional permit management workloads. Pursuant to the Federal Cave Resources Protection Act of 1988, increased monitoring will also be required for the recreation use permits issued for recreational use of identified significant cave resources.

Resource Protection ($750,000 and 10 FTE): As stated in *Recreation 2000*, this increase is necessary to prevent recreation uses from damaging natural and cultural resources or degrading recreation values by overuse. Priority will be determined based on the severity of damage, amount of use, health and safety considerations, and the importance of affected resource values, in accordance with State implementation plans. Examples of resource protection activities covered with this increase include: inventory of mine hazards and elimination by signing and fencing; rehabilitation and closing of unauthorized vehicle routes; repair of eroded trail segments; fencing and signing where heavy ORV use is causing resource damage; and installation of minimal sanitation facilities where use of riparian areas is threatening health and safety. Resource protection accomplishments will be enhanced through the expansion of the challenge cost share program by obtaining funds, labor and materials from recreation user groups and other public sector organizations.

In compliance with the requirements of the Federal Cave Resource Protection Act, interim protection will be provided to caves under study, and resource protection projects, such as installing barriers and signs, closing access routes and controlling erosion, will be implemented for 50 significant caves as specified in completed RMP's and activity plans. It is anticipated that challenge cost share projects through cooperative management agreements with caving clubs will increase the effectiveness of federal funds.

Protection of the newly designated WSR rivers will be emphasized as prescribed in completed activity plans, and will involve activities such as signing WSR boundaries, removal of improperly placed campsites, development of properly located and designed launching points to prevent stream bank deterioration, and erosion control to prevent siltation. BLM will encourage challenge cost share projects with outfitters and environmental groups interested in wise management of wild and scenic rivers.

Recreation Management Planning ($400,000 and 7 FTE): This increase is required to prepare recreation area management plans and project plans for high priority recreation management areas according to needs identified in State Recreation 2000 implementation plans. Additional management plans for significant cave resources will be completed. For potential WSR river segments which have been recommended as suitable through the RMP process, this increase will allow completion of legislative EIS's and reports, boundary determinations, and initiation of management plans. The emphasis for project planning will be on preparation of plans needed for design of facility maintenance and construction projects, improvement of hiking and equestrian trails, and protection of resources in ORV areas and designated WSR rivers.

MANY USES

The Public Land provides a variety opportunities that are well suited for new and emerging recreational pursuits.

Improved Management Through Partnerships (+$100,000) An increase of $100,000 is directed to increase the challenge cost share program to accomplish additional on-the-ground projects on Public Land.

Environmental and Resource Education (+$250,000 +3 FTE) The increase of $250,000 is for environmental and resource program education activities associated with increasing the enjoyment of recreation users of Public Land. This funding will be used to provide a variety of educational activities to educate the recreational user about activities that will protect the scenic and unique resources on Public Land. Much of this activity will occur in as a part of increased visitor management efforts. The initiative will help increase understanding of the natural diversity of resources available on the Public Land, their importance to the ecological system, and the need to protect and wisely use these resources. The particular role of discouraging vandalism and impacts to sensitive resources such as caves, wild rivers, and the purposes of closed or limited ORV uses will be emphasized. Education opportunities through on-the-ground contacts with visitors will be increased.

Enhancement of Volunteer Assistance ($560,000 and 9 FTE): Additional funds will be used to recruit, orient and supervise BLM volunteers, and support new voluntary associations, such as "Friends of" groups for particular BLM-administered areas. Recreation-related volunteer project could include: installation of resource protection measures, such as ORV barriers and signs; volunteering as trail or river guides to assist visitors; development and distribution of brochures and interpretive materials; serving as campground hosts, including visitor education and fee collection; and mapping and conducting inventories of cave resources. In support of the Secretary's education initiative, an integral part of group volunteer projects will be an educational component designed to explain the multiple-use mission of the BLM, the resource management objectives of the project, and the need to conserve and wisely use our natural and cultural resources.

The increased funding will provide for in-house staff contacts with private sector organizations, oversight of the volunteer program by BLM State volunteer coordinators, employee training on the use of volunteers, design of volunteer projects, supervision of volunteers, and volunteer recruiting efforts.

The increase will also fund costs for volunteer project materials (e.g., fencing, paint, trash receptacles, signs, etc.); training, orientation and recognition materials for volunteers; and incidental expenses and travel incurred by volunteers.

Recreation Resource Workload Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1990 Current and Proposed Law funding levels are as follows:

Workload Measure	1990 Adjusted Approp.	1990 Current Law	1991 Proposed Law	Inc. (+) Dec. (-) from Cur. Law
Inventory (000 acres)	3,200	3,200	3,300	+100
Activity plans (# plans)	116	116	140	+24
Permitting (# permits issued)	12,000	12,000	13,000	+1,000
Resource protection (# projects)	207	207	282	+75

Distribution of change by object class

The object class detail for the increase of $3,988,000 and 66 FTE is as follows:

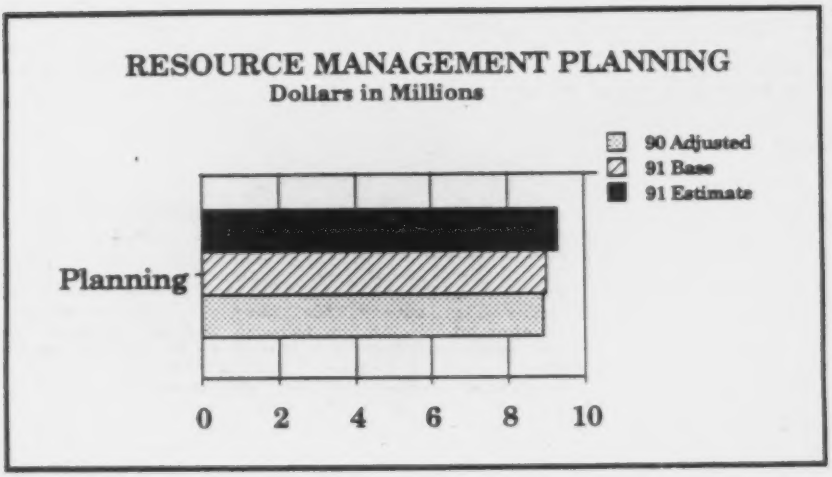
	FTE	Amount
Personnel compensation	66	$2,112,000
Personnel benefits		429,000
Travel and transportation of persons		150,000
Transportation of things		100,000
Rent, communications, and utilities		60,000
Printing and reproduction		100,000
Other services		787,000
Supplies and materials		150,000
Equipment		100,000
Total		$ 3,988,000

Activity Summary

Activity: Resource Management Planning

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Resource Management Planning	9,289	8,998	8,872	9,037	9,327	+290



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Justification of Program and Performance

Activity: Resource Management Planning
Subactivity: Resource Management Planning

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	8,998	8,872	9,037	9,327	+290
(FTE)	(179)	(179)	(178)	(183)	(+5)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	8,998	-126	8,872

The reduction pursuant to PL 99-177 will result in the deferral of work on one ongoing plan and delay its completion.

Authorization

43 U.S.C. 1712
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* requires land-use planning for management of all Public Lands administered by BLM.

42 U.S.C. 4321 *et seq.*
P.L. 91-190

The *National Environmental Policy Act of 1969* requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

Objectives

Resource Manangement planning guides BLM land-use and resource management decisions for the Public Land through a process which promotes multiple-use and sustained yield considerations by:

- Improving BLM's ability to identify and assess changing natural resource conditions and new Public Land uses systematically;
- Enhancing the ability of line managers to resolve natural resource and land use issues affecting the Public Land;
- Promoting coordination and consistency with the plans of other Federal agencies and State, local, and tribal governments;
- Increasing public understanding of BLM's responsibilities and program activities, and facilitating public participation in resource management planning and Public Land management; and

- Facilitating compliance with statutory mandates including the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA), the Public Rangelands Improvement Act (PRIA), the Federal Coal Leasing Amendments Act (FCLAA), and the Surface Mining Control and Reclamation Act (SMCRA).

Base program

The 1991 Base level for resource management planning is $9,037,000 and 178 FTE.

This level provides for the preparation, approval and revision of resource management plans (RMPs); plan maintenance, monitoring and evaluation; and coordination of planning actions with other agencies, State, local and Tribal government officials and the public.

Resource management planning activities are guided by the provisions of the BLM planning regulations (43 CFR Part 1600) which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation, and process related requirements are set forth in the planning regulations. The requirements also incorporate provisions for complying with the Council on Environmental Quality regulations implementing NEPA.

In most cases RMPs are prepared for a BLM resource area (the Bureau's smallest administrative unit which includes an average of about 1.1 million acres of Public Land). Plans set forth the allocation of resources among competing needs and uses, and contain appropriate multiple-use management prescriptions. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of existing plans.

A mix of RMPs and Management Framework Plans (MFPs) not yet replaced by RMPs comprises the existing base of BLM plans. This base of plans cover approximately 98 percent of the Public Land area administered by the BLM excluding Alaska. The MFPs in the base were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

Furthermore, BLM plans must be consistent with the resource-related plans, programs and policies of other Federal agencies, State and local governments and Indian tribes. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. Changes in circumstances, including the results of monitoring and evaluation, are addressed through the plan amendment process, or plan revision, if warranted.

New land use proposals, whether originating, outside of BLM or from the BLM, which do not conform to existing plan decisions, are considered through the plan amendment process with its attendant procedural and documentation requirements. Also new planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

Planning work falls within three general categories and includes the interrelated actions described below:

- Preplanning: Advance preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and team member skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).

- **Plan Preparation:** Execution of the 9 prescribed action steps as detailed in the 43 CFR 1600 regulations. These categories of steps are: scoping, inventory, management situation analysis, formulating an assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.

- **Plan monitoring and maintenance:** Involves the following kinds of tasks:

  - Determining the conformance of management activities and new proposals to existing plan decisions and decisions about the need for plan amendment.

  - Monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions.

  - Maintaining the current states of plans to ensure their continued utility and effectiveness.

  - Coordinating involves management actions to ensure consistency with other Federal agencies, and local, State and Tribal governments plans.

  - Ensuring NEPA compliance of the subsequent and more detailed plans of action that are prepared within the framework of the RMPs.

Until 1985, planning activity concentrated on the preparation of new RMP's to fulfill mandated program specific planning schedules (such as wilderness and grazing). Beginning in 1986, BLM started to place more emphasis on plan monitoring, maintenance, and amendment. This shift from emphasis on new RMP preparation to plan monitoring and maintenance reflects both progress on meeting the scheduled mandates which drove the earlier planning efforts, and a growing appreciation of the importance of monitoring and maintenance activities to keep the existing BLM planning base current.

In the 1991 Base program, 4 preplanning efforts would be completed. Some would result in decisions to do plan amendments which are funded by the related program benefiting activity, and some would result in a decision to prepare an RMP. Also in the Base program, 9 RMPs in progress will be completed, 91 plans will be monitored, and valid plans would be maintained as described above. A significant effort will be expended in the areas of planning coordination with State, local, and other Federal agencies, as well as in environmental coordination as required by NEPA.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	9,037	9,327	+290
(FTE)	(178)	(183)	(+5)

The proposed increase of $290,000 and 5 FTE will enable BLM to increase the number of preplanning efforts by 5 in 1991.

This increase is needed for BLM to conduct a land use planning and NEPA compliance strategy that is both cost effective and produces viable plans for the multiple use management of the Public Land that will pass judicial review.

Increased Resource Management Planning also supports achievement of BLM program initiatives such as *Recreation 2000, Fish and Wildlife 2000,* land exchanges, and management of special areas. Actions identified in these initiatives must be reflected in the Resource Management Plans which govern on the ground activities.

At the proposed 1991 funding level for planning if maintained through the out-years as well, BLM would be able to replace all existing MFPs with RMPs by the end of 1997.

Resource Management Planning Workload Accomplishments

The planned workload accomplishments for 1989, 1990 adjusted appropriation, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Preplanning efforts (number completed)	13	4	4	9	+5
Resource mgmt. plans (number completed)	11	8	9	9	---
Plans monitored (number)	91	91	91	91	---

Distribution of change by object class

The object class detail for the proposed increase of $290,000 and 5 FTE is as follows:

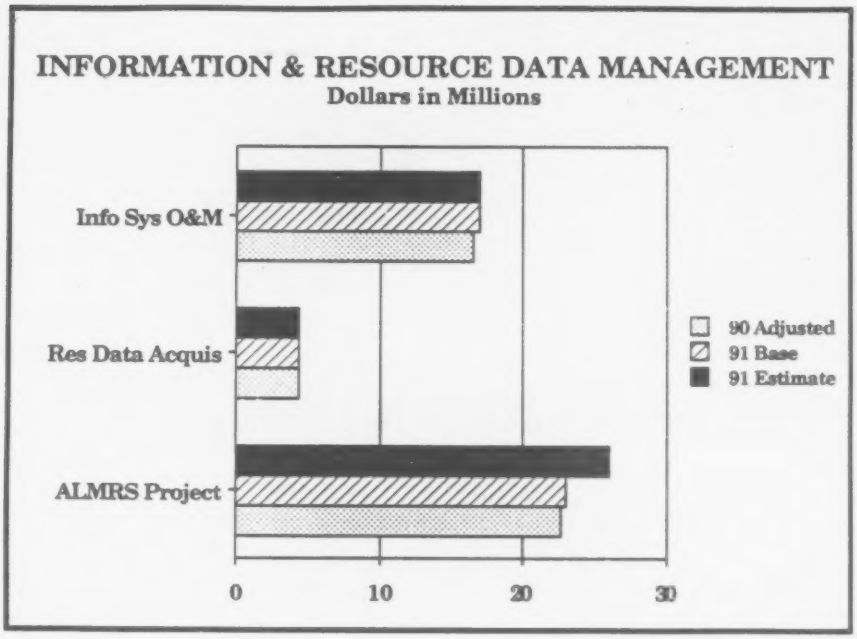
	FTE	Amount
Personnel compensation	5	$160,000
Personnel benefits		32,000
Travel & Transportation of persons		25,000
Printing & reproduction		25,000
other services		20,000
Supplies & materials		20,000
Equipment		8,000
Total		$290,000

Activity Summary

Activity: Information and Resource Data Management

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Info. Systems Oper. and Mgmt.	16,906	16,725	16,492	16,854	16,854	---
Resource Data Acq. and Mgmt.	3,185	4,410	4,348	4,436	4,436	---
ALMRS Project	22,969	22,903	22,583	23,020	26,000	+2,980
Total	43,060	44,038	43,423	44,310	47,290	+2,980



Justification of Program and Performance

Activity: Information and Resource Data Management
Subactivity: Information Systems Operation and Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	16,725	16,492	16,854	16,854	---
(FTE)	(271)	(271)	(271)	(271)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	16,725	-233	16,492

The reduction pursuant to PL 99-177 will result in the acquisition deferral of some equipment and training.

Authorization

43 U.S.C. 1731 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands through the BLM.
44 U.S.C. 3501-3520 P.L. 96-511	The *Paperwork Reduction Act of 1980* provides National Federal Information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.
40 U.S.C. 759 P.L. 100-235	The *Computer Security Act of 1987* requires adoption and implementation of security plans for sensitive information systems to ensure adequate protection and management of Federal data.

Objectives

The objectives of information systems operations and management program are to:

- Continue to support implementation of the Bureau's ADP Modernization Initiative to provide for a cost-effective, efficient, and fully integrated data management system to support all BLM programs;
- Explore methods for making existing ADP-data communications operations more cost-efficient; and
- Provide appropriate ADP systems support to meet BLM program action priorities.

1991 program

The 1991 Base and Estimate levels for information systems operation and management are $16,854,000 and 271 FTE.

This program involves providing BLM with the ADP system design and program management, systems development, computer operations, current system software and hardware maintenance, and data telecommunications needed to support BLM natural resource programs and administrative systems operations.

Automated Data Processing (ADP)

Automated data processing plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Land. This role includes processing of data necessary to make decisions involving resources valued in multi-billions of dollars, as well as providing support to make administrative and management activities operate more effectively.

At present there are about 20 major operating automated systems within BLM that provide managers with information to make sound resource management and administrative decisions. Examples of such systems are as follows: the Solid Leasable Minerals System (SLMS), Lease Management System (LMS), and the Automated Inspection and Reporting System (AIRS). These systems ensure proper lease management involving compliance and collections of revenues from solid and fluid mineral leases. Other examples include the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and provides information on range utilization, and the Ecological Site Inventory which provides managers with necessary information regarding soil and vegetation data including ground cover, erosion ratings, ecological condition and trend. Other automated systems provide necessary information regarding personnel, budget, finance, and other administrative functions.

Under ADP, the following functions are performed:

1. Operation, maintenance, and management of ADP equipment and software;

2. Development, testing, and implementation of new ADP systems;

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in BLM field offices, and operation, maintenance, and management of central site hardware configurations and State office minicomputers;

4. Screening and control of new system proposals to ensure that proposals support BLM missions as specified by on-the-ground users and managers and that proposals are coordinated to result in uniform Bureauwide applications; and

5. Technical assistance to system users.

BLM's current equipment configuration consists of a Honeywell 66/80 mainframe computer acquired in 1978 and upgraded to a DPS-8000 in 1989. Most administrative and natural resource ADP systems are run on this equipment. Each BLM State Office is equipped with a Honeywell DPS-6 Plus minicomputer for general ADP work. Various BLM offices also have minicomputers dedicated to geographic information technology applications.

Microcomputers (or personal computers) are being used extensively by BLM to take advantage of their increased technological and software capability. Many applications, once restricted to large scale computers, can now be more efficiently and economically performed by the microcomputer.

To provide ADP support services, each State Office and several District and Resource Area offices have small ADP staffs to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the District and area office resource personnel.

Because the BLM has the responsibility to manage the Public Land right now and cannot suspend operations to await implementation of ADP modernization, the BLM was faced with the challenge of how to use modern technology which was currently available for present time land and resource management functions. Consequently, BLM has acquired 2,500 microcomputers and 72 Prime minicomputers over the last 2 years for use in the daily activities of resource management, data analysis, land use planning, and decisionmaking. The capabilities of the existing Honeywell mainframe in Denver and the state offices have been maintained as well.

The Prime hardware is used to support Geographic Information Technology applications at the field level. For example, Resource Management Plans (RMP's) rely upon the GIS capabilities to analyze and display alternative land use options. Software maintenance is also necessary to ensure efficient use of existing hardware and to facilitate improved data management. Prime system maintenance is particularly important to BLM since it will continue as the mainstay for the BLM's automated resource management operations prior to implementation of the resources component of the Target System.

The number of microcomputers (personal computers) in BLM will reach some 5,000 by 1991.

Eastern States Records Preservation

Included within the 1991 program is $1,500,000 for the project to protect and automate the historical land records (indexing and optically scanning the documents) in BLM's Eastern States Office. The records include 9,386 volumes of General Land Office Tract Books, 30,000 Cadastral Plats, and 1,750 volumes of accompanying field notes. The current system has been in use for 200 years and most of the documents are at least 100 years old. Many of the records are of historical significance. Age and continued heavy use by BLM staff and the public have led to a continuing deterioration of these valuable land records. In addition, they are subject to fire and insect damage.

These documents record the conveying of public domain lands to the private sector in 13 southern and midwestern states since the late 1780's. The patent documents themselves are the actual documents that record the passage of title. However, in many conflict of title cases the records at the Eastern States Office must be used to establish the actual chain of title on land ownership. This is particularly true in many southern states where county courthouses were destroyed during the civil war and the original patent records were lost.

To preserve the documents BLM is contracting to have them optically scanned into disks and to develop an index to enable users to locate the desired document.

BLM has established a prototyping effort to scan 163,000 conveyance documents in the State of Arkansas. The prototype will be completed in 1990. Completion of the project is scheduled by the end of 1993.

ADP Modernization Project

BLM initiated an automation modernization project in 1985 to determine its ADP requirements during the decade of the 1990's. Rather than develop separate computer systems and fragmented data bases, BLM's goal is to provide for cost-effective Bureauwide implementation of an integrated ADP system by the end of the 1990's. BLM has been assisted in the analysis effort by experts in the public and private sectors.

The ADP capabilities of BLM in the 1990's will be obtained by BLM through the concept of a Target System which will be developed and implemented in phases.

The target system will support the BLM staff with automated capabilities needed to document resource conditions, to retrieve information, to perform analysis needed for decision making and planning, and to prepare reports, correspondence and other products.

The first phase of this modernization will consist of hardware and software capabilities to operate the Automated Land and Mineral Record System (ALMRS).

Requirements analysis for the ALMRS project, a key component of modernization, has been completed. Additional analysis for administrative, resource management and technical services functions is currently underway. This analysis will determine the scope and cost-effectiveness of automating these functions, and will build on the experience gained through development of ALMRS. A high level design for the overall project, detailed design for ALMRS, and preliminary conversion of existing core administrative systems are planned to be accomplished in FY 1991. Funding requirements for any additional needs may be included in future year budgets if they prove cost-effective.

Included in the Base is $400,000 for the operation and maintenance of the implemented components of ALMRS schedules to be in place by 1991.

Justification of Program and Performance

Activity: Information and Resource Data Management
Subactivity: Resource Data Acquisition and Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	4,410	4,348	4,436	4,436	---
(FTE)	(63)	(63)	(63)	(63)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	4,410	-62	4,348

The reduction pursuant to PL 99-177 will result in a reduction in the acquisition of aerial photography obtained by contract.

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* requires preparation and maintenance of an inventory of all Public Land and their resources and other uses on a continuing basis, and provides for management of the Public Lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The *Paperwork Reduction Act of 1980* provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objectives of the resource data acquisition and management subactivity are to:

- Improve resource management decision making by automating certain essential resource data themes.
- Utilize geographic information technology in support of BLM energy, minerals, lands, and renewable resource programs;
- Develop BLM data standards and coordinate with other agencies on data standards and exchange;
- Provide a process for uniform and consistent data administration throughout the BLM and in preparation for Target System implementation;

- o Process data using established remote sensing techniques in support of BLM field operations and BLM's participation in the high altitude photography program; and

- o Produce accurate maps necessary for resource management.

1991 program

The 1991 Base and Estimate level for the Resource Data Acquisition and Management subactivity are $4,436,000 and 63 FTE.

Under resource data acquisition and management, support is provided for the use of existing technology to automate certain BLM resource and physical data. In addition the closely related field of photogrammetry and mapping are included to produce maps necessary for resource management activities. The costs of actual Automated Resource Data (ARD) applications are funded by benefiting subactivities. A data administration program has been established to develop data standards in cooperation with other agencies. In addition, the closely related fields of photogrammetry and mapping are included to produce maps necessary for resource management activities.

Data Administration

BLM has identified implementing a Bureauwide data administration function as critical to its automation modernization efforts. The experiences learned in prototyping systems have assisted BLM in focusing attention on the fundamentals of data administration. These essential elements of a data administration function are as follows:

- determining what data is needed to make multiple use decisions;

- defining the meaning of individual data elements and establishing standards for data automation;

- deciding what data should be automated;

- scheduling when the data should be automated;

- determining what levels of quality/accuracy are acceptable;

- determining how to minimize duplicative efforts in data automation within BLM and with other land managing agencies;

- establishing effective data sharing mechanisms that reflect security and cost recovery policies and enhance access to the data used in making Public Land decisions; and

- ensuring that the data being automated today will be capable of being used in the conceptual Target System.

Data Administration has been made a top priority to provide a clear management and oversight mechanism to synchronize the development of automated technology, and to assure the quality of the data to be automated and utilized in the Bureau. By establishing data requirements and by defining data standards, BLM will reduce the risks of entering unacceptable data into its ADP systems, and subsequently into the analysis of alternatives before making resource management decisions. It also ensures the efforts related to automating the many different data bases within the agency will not overlap and are adequately planned.

In order to develop data exchange agreements with users outside of BLM, clear guidance on BLM policies for data access and security concerns is required, plus confidence in the completeness and quality of BLM's automated data. Current automated and hard copy records systems require extensive review to determine appropriate ways to achieve conformity with the data standards being established.

Automated Resource Data (ARD)

BLM is increasingly using ARD with existing Geographic Information Systems (GIS) technology to help resource managers make better-informed decisions in a more cost-effective manner. Demonstrated benefits of automated over manual methods in savings of time and money and in increasing the accuracy of data and improved data manipulation have greatly expanded the field use of automated information technology.

Automated Resource Data is used where land characteristics, either physical (natural or human-made) or legal (boundaries, designated areas, leases, etc.) can be spatially designated in a computer data base and spatially compared with other land characteristics for purposes of analysis. In BLM, this technology is employed in such diverse areas as lightning detection systems and land use planning. In resource management, the technology is primarily used for resource conflict analysis. Sets of data are overlaid to define potential conflicts among resource values, and analysis is performed to minimize resource use conflicts while optimizing resource utilization. Through use of existing technology, BLM can perform multivariate resource analysis.

Prototyping of records data manipulation has shown that automated data, such as ownership, leases, withdrawals, etc., can be incorporated to combine resource values with the land status of parcel of land. Consequently in the future, data from the Automated Land and Mineral Record System (ALMRS) could be translated into a GIS context and vice versa to enhance its usefulness for land and resource management analysis purposes, if proven cost-effective. Eventually it will be possible to mutually exchange data from the Bureau's data bases when the Cadastral Survey's Public Land Survey System is registered to common geographic positions.

Acquisition of Automated Data

Automated data are derived from numerous sources. Some data are digitized from maps containing resource information obtained from BLM's resource inventory activities. Additional necessary data are obtained from the Geological Survey's (GS) National Digital Cartographic Data Base (NDCDB) which contains digital terrain data in the form of digital elevation models (DEM) and selected base category data such as transportation, hydrography (streams and water bodies), administrative boundaries, and the Public Land Survey System as digital line graph (DLG) files. BLM will produce DEM and DLG files on areas where such files are unavailable from the GS. These files are exchanged with the GS and help the GS accelerate its own efforts to complete the NDCDB.

Data are obtained from aerial photography and digital satellite imagery from the EROS Data Center. This type of approach to obtaining data is known as remote sensing and greatly reduces the costs of producing maps whether on paper or in a digital data base. BLM participates in the GS's National Area High Altitude Photography Program at an annual cost of $250,000 in the Base program.

BLM uses conventional and high altitude aerial photography for many resource mapping and monitoring applications. Medium-scale color and color-infrared stereo aerial photographs are used for BLM's resource management mission.

Information is extracted by photo interpretation techniques or transferred from field reconnaissance. Typical applications include soil survey, range and forest vegetation analysis, recreation and cultural resource assessment, engineering, mineral activity monitoring, potential trespass identification, realty actions, and cadastral surveys. BLM is beginning to acquire and use large scale aerial photographs for site-specific rangeland monitoring and riparian area analysis.

Digital Landsat data has been used extensively for vegetation/land cover mapping in Alaska. BLM has cooperated with the GS to develop land cover classifications from Landsat data, digital terrain, and field data collected from helicopter surveys. These classifications are merged with other digital resource data and are used for planning purposes.

Resource Mapping Support Activities

BLM produces approximately 100 recreation, wilderness and other maps annually. These maps are derived from the base maps produced by the GS and display information necessary for BLM's management programs such as Public Land Survey System Data, land and mineral ownership data, topography, transportation, hydrography, and administrative boundaries. Information from base maps together with other resource data such as recreation sites on the Public Land can be combined in different ways to identify resource conflicts. Traditionally these themes were drawn on mylar overlays and physically placed over the base map. With the aid of GIS technology these data themes can be digitized and electronically overlayed to produce a much wider range of maps for the desired application.

BLM uses aerial photographs to produce orthophotographs (rectified aerial photographs in which terrain relief displacement and camera tilt effect are removed) and orthophotoquads (photographic products made from one or more orthophotographs and matching a standard map format). These products are especially useful for resource mapping because features mapped on orthophotoquads are registered to the corresponding topographic map base and can be digitized and entered directly into a digital data base. This process reduces costs and minimizes inaccuracies.

BLM has a photogrammetry program to meet a variety of information requirements. BLM can achieve desired accuracy and currency of topographic information from the appropriate type of aerial photograph. With proper field control, measurement accuracies of less than one foot can be achieved. This type of highly accurate product is required for purposes such as ownership boundary surveys, oil and gas well locations, road design, and verifying coal and mineral production reports. Less accurate mapping is required for vegetation and wildlife habitat mapping, estimating of timber volumes, and mapping of transportation routes and utility lines. Historical files of aerial photographs can be used to monitor changes associated with many applications, such as open pit mine volume calculations, hazardous wastesite studies, riparian boundary surveys, monitoring the effects of livestock grazing, and determining potential periods of trespass activity.

Justification of Program and Performance

Activity: Information and Resource Data Management
Subactivity: Automated Land and Mineral Records System Project (ALMRS)

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	22,903	22,583	23,020	26,000	+2,980
(FTE)	(248)	(248)	(248)	(253)	(+5)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	22,903	-320	22,583

The reduction pursuant to PL 99-177 will result in the deferral of some of the land survey data collection being done by contract.

Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* requires preparation and maintenance of an inventory of all Public Lands and their resources and other uses on a continuing basis, the identification of the boundaries of the Public Lands, and provides for management of the Public Lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The *Paperwork Reduction Act of 1980* provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, deliver, and productivity, and reduces the information processing burden for the Federal Government and the general public.

Objectives

The objective of the Automated Land and Mineral Records System (ALMRS) project is to automate the BLM's land and mineral records holdings which are extensively used by the public, industry, state and local governments, other Federal agencies and BLM itself. The goal is to begin implementation of ALMRS Bureauwide by the end of 1993 in order to:

- Improve service to the public by expanding the usefulness and accessibility of the land and mineral records data;
- Reduce the time involved in processing land and minerals casework;
- Provide greater speed and flexibility in maintaining current minerals, lands, and resources ownership status records through faster, more accurate updating and enhanced capabilities for casework management;

- Provide for the preservation of valuable hard copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a costly program to replace existing paper records;

- Reduce space cost and effort involved in maintaining the existing hard copy paper records system with its large requirements for storage of hard copy records and its inflexibility in use; and

- Provide capability for more than one user to access the same data base at the same time at different locations, thereby increasing the efficiency and the usability of the records system.

Base program

The 1991 Base level for the ALMRS project is $23,020,000 and 248 FTE.

The ALMRS project was initiated in 1983 to automate the land and mineral records data which are fundamental to managing the Public Land. ALMRS is the core component on which a modernized ADP System for BLM will be built. ALMRS modernizes and replaces the present labor-intensive, manual records system which was installed beginning in 1955.

With ALMRS, the BLM is developing and implementing automated procedures for land and mineral case management, entering legal land descriptions, land and mineral ownership/use authorization status, and inputing a geographic coordinate data base for the land survey data. These data will cover land and mineral ownerships for more than 46,000 townships encompassing approximately one billion acres for which BLM has surface and/or subsurface management responsibilities. ALMRS provides for a logical progression from the existing manual records system to an automated one. The automated system is needed not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties.

The primary documents in the existing system are:

- **The Master Title Plat** - A composite of the survey plats of a township on which current ownership and land status are cartographically described.

- **Historical Index** - A chronological summary of all actions which affect or may affect title to, disposition of, or use of lands and resources within a township.

- **Serial Register Page** - Chronological records of each use transaction (e.g., lease, permit, etc.) which has been requested or granted affecting the Public Land.

- **Patent Records** - A record of Government deeds (patents) which have originally conveyed legal title of public domain lands to another party (e.g., person, State, etc.) with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. ALMRS offers a comprehensive solution to very real land status and ownership records problems affecting the BLM, other Federal agencies, State and local governments, industry, and the general public.

ALMRS will replace an outdated, manual, hard copy system which is cumbersome to use and keep current, with a faster and more efficient system to support adjudication of land and mineral cases and provide better land title, and land and mineral records service to the public.

ALMRS has already yielded an interim on-line, automated case management system which is capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. All new land and mineral cases are entered into and tracked by the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records.

Life Cycle Management

To develop and implement ALMRS, BLM has and continues to utilize a life cycle management approach that is consistent with Federal Information Processing Systems standards from the National Institute of Standards and Technology. System design and development will be accomplished under contract. BLM provides overall project management, determines user requirements and technical system requirements, develops and administers the necessary contracts for system design and implementation, and ensures that the system is developed in accordance with Federal ADP systems policies and procedures. BLM is also in the process of standardizing the data which would enable development of an integrated modernized ADP system, and is collecting data for automation in ALMRS.

To manage the inherent risk of any such large project, the ALMRS implementation schedule includes the safeguards of:

- Demonstrating a successful prototype (with limited capabilities) in a field office setting. This prototyping has demonstrated that the ALMRS functions can be met using existing technology and off-the-shelf software with a limited amount of new software development. Results from prototype testing have guided development of the Request For Proposal (RFP) specifications and verified user requirements.

- Testing the ALMRS component as designed by the contractor in one pilot State, during 1993.

BLM is using the Farmington (New Mexico) Resource Area to demonstrate how existing software and hardware ties together records, resources, and geographic coordinate data to develop applications useful for land managers. This effort has successfully merged land description, status, and geo-coordinate data to develop graphic displays that can perform many of the functions that will be implemented Bureauwide in the ultimate ALMRS system.

BLM recognizes that ALMRS represents a major development effort that involves considerable cost. By proceeding carefully and adhering to Federal ADP systems acquisition regulations and ADP system development policies and procedures, this will result in savings through automating the land and mineral records.

ALMRS Data Collection

Collection of data for use in the system is currently underway. ALMRS data include legal land description, legal land status, and geographic coordinate data. Land description data are the alpha-numeric descriptions of a parcel of land defined by the Public Land Survey System. Land status data describe the bundle of property rights associated with a parcel of land. These include surface ownership, leasing actions, easements granted, mining claims, and any other factors which affect the availability of a given tract of land or its resources for governmental or private use.

Geographic coordinate data matches the corners established by cadastral surveys with the longitude, latitude, and elevation of points on the earth's surface. These data are necessary to provide graphic representations that will enable ALMRS to replace the existing manual Master Title Plat, use plats, and other hand drawn graphics. Land description data collection has been completed. Systematic collection of geographic coordinate data began in 1989.

Experience gained in prototyping has shown that the most important and management intensive aspect of successful project implementation is in determining the data standards and building of the ALMRS data base. In the interim timeframe before ALMRS is implemented, BLM is using the data collected for ALMRS in its existing systems, keeping the data current in this way.

The bulk of the 1990 funding is to be used for ALMRS data collection, both by contract and inhouse personnel. Land status data collection will be completed in 1991 and the schedule for completing collection of the remaining land survey (geo-coordinate) data has stretched this work out into 1992 and 1993. Therefore within the base, data collection costs are substantially reduced.

In 1991, the funds will be re-directed within the base level to be used to have the ADP Modernization/ALMRS Contractor develop a high level system design, unique software for ALMRS and the administrative system conversion, and to provide the initial hardware equipment for system pilot testing.

ALMRS System Analysis

The ALMRS concept was initially analyzed by the Federal Computer Performance Evaluation and Simulation Center (FEDSIM), an ADP systems support agency for the General Services Administration. The study found that ALMRS is technically feasible and is sufficiently well justified and documented to proceed to the development phase. The accompanying cost/benefit analysis estimated a favorable 2.74:1 ratio of benefits to costs over the project's life cycle.

ALMRS System Design

The ALMRS General System Design analysis done in 1988-89 identified the close relationships among ALMRS, the plans to modernize the BLM's existing computer systems for administrative and technical services applications, and anticipated improvements to existing Geographic Information System (GIS) technology to support multiple-use resource management. One result was a clearer recognition of the risks of developing a series of separate, possibly incompatible, stand-alone systems for individual BLM functions which would require extensive effort to connect together later. Another result of these systems design efforts was recognition that BLM's separate ADP systems would have to be integrated in order to be most effective, efficient, and usable in economically accomplishing BLM program objectives.

Achieving and implementing an integrated ADP Systems Modernization for BLM will provide for better, more effective Public Land management and multiple-use decision making. Examples of potential improvements include processing applications for mineral leases, designing utility corridors, issuing land use permits, locating wildlife habitat improvements, preparing timber sales, evaluating alternatives in environmental assessments and land use plans, and generating reports and maps. Consistent automated technology will facilitate this objective by replacing inefficient information processing procedures now used which are based on duplicating paper documents and preparing mylar overlays.

The existing procedures require redrawing maps, duplicating documents, and - if already automated in part - retyping data into another ADP application to convert from one system (and often one computer terminal) to another in order to combine data from different sources. For instance, the BLM Administrative Systems include Office Automation (OA) software which provides standard word processing and editing features to BLM personnel. These administrative

systems also include financial and program management data that are relevant to a number of BLM program activities and ADP applications. By integrating the administrative systems and data bases with the other lands, mineral, and resources technical data bases, BLM could make more efficient utilization of all of its data bases and avoid the need to duplicate either existing data in disparate systems or provide duplicative operating systems, to the various components of the Modernized ADP structure.

The concept of the target system as the basis for ADP Modernization was developed as a result of the contracted General Systems Design analysis. It was refined after reviewing responses by vendors to the ALMRS project's initial procurement phase -- Request for Comment (RFC). The target system concept would require a contractor (or team of vendors) to develop a high level preliminary system design reflecting how different BLM ADP applications and program needs for data management functions are related. Using this design as a guide, the contractor would then develop the ALMRS component to be implemented in a step-by-step manner, using the design to minimize duplication of hardware, software, and data communications capabilities and simplify data exchange among BLM offices and to share with other users. As currently envisioned, the "platform" of common technology will be the basis for all further automation support and will replace the current incompatible systems now in use by BLM that are expensive to maintain and more difficult for people to use.

The target system concept builds upon the analysis conducted during the development of the ALMRS project. ALMRS, as the Land and Mineral component of the target system as currently conceived, would continue to be the central core around which the any future modernized ADP system would be developed.

Any additional components implemented on the target system will have a detailed cost-benefit analysis and system design before development begins according to the standards developed in the high level systems design. Each component of the target system beyond the ALMRS component would be separately identified, evaluated, and budgeted before BLM would decide to implement each component. At this critical decision point, the contractor would identify the additional costs and associated quantities of hardware, software, and data communications capability needed to implement that stage of automation. Careful review of the effectiveness of additional development, based upon experience, will take place at this point. As appropriate, the contractor would then proceed with development and implementation.

Detailed design for the ALMRS component implementation will be accomplished by the project contractor as part of the ADP Modernization/ALMRS contract scheduled for award in 1991. The BLM in conjunction with oversight from the Department's IRM office will conduct a critical design review in 1991 to ensure that all system requirements are met, and BLM will fully test ALMRS before Bureauwide implementation is approved.

Initial indications are that automated processing capabilities currently exist that will meet ALMRS project requirements, that these capabilities are neither experimental nor developmental, and that existing commercial "off-the-shelf" software can largely be used by the contractor. Meanwhile, data automation and standardization can proceed in order to develop the total ALMRS data base.

Administrative Systems Software

The administrative system software improvement plan completion and operating systems/software re-design development will permit the implementation of re-hosting the existing BLM administrative systems to the Modernization/ALMRS common hardware/software platform.

As part of the ADP Modernization analysis, BLM studied its existing ADP systems to determine which ones are integral to achieving an effective system and thus would remain in use as the ADP Modernization target system concept is developed. Most of the administrative systems applications provide some common data and features that are used in connection with other data bases that would become part of an integrated ADP Systems architecture; therefore, these applications would be required in the most effective versions of the target system concept, and in the individual target system components such as ALMRS. Consequently, it makes sense to plan for including these administrative applications as a part of the overall target system configuration.

The current administrative ADP applications in most cases were initially designed many years ago to operate in the "batch" environment and on far slower, earlier generations of ADP technology. They were never upgraded to utilize the newer ADP operating systems and faster hardware processing capabilities of modern ADP equipment. In the interim, these systems continue to operate on BLM's existing Honeywell equipment.

BLM is now completing the documentation of its existing administrative systems and descriptions of how the different modules of existing software code actually operate. The cost-effective parts of existing administrative software will be converted by the contractor to work with a Portable Operating System for Interface with Compatible Environments (POSIX) operating system. The POSIX standard will permit the administrative systems software to run on ADP hardware manufactured by a wide range of companies and to operate in a modern distributed ADP architecture. This approach is in contrast to the existing BLM system, where the administrative software is restricted to working with proprietary operating systems and computers manufactured by a few vendors, because these applications were designed before the POSIX standard was adopted. The most effective administrative software would thus be "re-hosted" to more modern computers, but will perform essentially the same functions as it does today.

High Level Design

Within the Modernization/ALMRS contract, an estimated $6,000,000 would be devoted to contractor preparation of the high level system design. The high level design would provide the technical requirements needed for integrating and connecting related BLM program functions, data processing needs, and operating systems environments together into an integrated system of ADP hardware, software, data bases, and systems configurations, which is the concept of the "Target System". The design will guide the detailed systems design for the ALMRS component, and the re-hosting of the most effective existing administrative systems onto a common system platform. In the high level systems design, the contractor would develop and design an expandable suite of hardware, operating system software, commercial off-the-shelf software, telecommunications, and user interfaces that could be utilized for future implementation of the Modernized ADP System under the target system concept. The cost of the high level systems design was not included in the original ALMRS cost estimate since ALMRS was initially conceived as a stand alone project. The $6,000,000 is the estimated cost of including this requirement in the ADP Modernization/ALMRS contract.

BLM Contract Management

BLM staff resources, assisted by a project support contract, are required to manage the contract efforts involved in the high level systems design and the re-hosting of existing administrative systems. These personnel are needed to monitor the results of contractor's high level systems design work and rehosting of existing administrative systems to ensure that they will meet BLM's technical and functional requirements as specified in the RFP. They will also be necessary in future years to monitor the detailed system design work.

ALMRS Project Implementation Schedule

Major Milestones in the ADP Modernization/ALMRS project implementation schedule are as follows:

	Completion	
Data Collection		
Legal Land Description	9/88	(FY 88)
Land Status	9/91	(FY 91)
Geographic Coordinates/Land Survey Data	9/93	(FY 93)
General System Design	2/89	(FY 89)
Hardware/Software Contract		
Issue Request for Comments	3/89	(FY 89)
Receive Comments	5/89	(FY 89)
Issue Request for Proposals (RFP)-Estimated	4/90	(FY 90)
Estimated date for Close of RFP	7/90	(FY 90)
Award Contract (including High level Design)	7/91	(FY 91)
High Level Preliminary Design Review	11/91	(FY 92)
Administrative Re-hosting software Improvement Plan	11/91	(FY 92)
Initial Hardware Delivery	11/91	(FY 92)
ALMRS Detailed Design Review	7/92	(FY 92)
Pilot Testing		
Begin	4/93	(FY 93)
Complete	8/93	(FY 93)
Begin Bureauwide Implementation	9/93	(FY 93)

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	23,020	26,000	+2,980
(FTE)	(248)	(253)	(+5)

The 1991 Estimate is an increase of $2,980,000 over the Base.

The increase is needed to provide funds for the estimated costs of including enhanced system design work as part of the ADP Modernization/ALMRS contract scheduled to be awarded in 1991. This high level systems design work to be done by the ALMRS contractor would provide the technical requirements needed for integrating and connecting related BLM program functions, data processing needs, and operating systems environments together into an integrated system of ADP hardware, software, data bases, and systems configurations, which is the concept of the "target system". See the base program description for a discussion of the change in the project emphasis and funding utilization between 1990 and 1991.

The high level design will guide the detailed systems design for the ALMRS component, and the re-hosting of the most effective administrative systems onto a common system platform. The cost of the enhanced systems design was not included in the original ALMRS cost estimate since ALMRS was initially conceived as a stand alone project. The cost for each component of the target system would be separately identified and budgeted before proceeding to development.

ALMRS Project Funding Schedule

(dollars in millions)

	Software Hardware	Training	Data Collection	Project Management	Total
1987 actual	---	---	2.3	2.7	5.0
1988 appropriation	4.0	---	6.6	2.9	13.5
1989 appropriation	2.0	---	18.0	3.0	23.0
1990 appropriation	3.0	---	15.6	4.0	22.6
1991 (est.)	21.1	---	1.9	3.0	26.0
1992 (est.)	14.0	2.4	2.6	3.0	22.0
1993 (est.)	27.5	3.3	2.5	3.0	36.3
1994 (est.)	32.0	1.0	---	3.0	36.0
1995 (est.)	4.6	1.0	---	3.0	8.6
1996 (est.)	---	1.0	---	3.0	4.0

Distribution of change by object class

The object class detail for the proposed increase of $2,980,000 and 5 FTE is as follows:

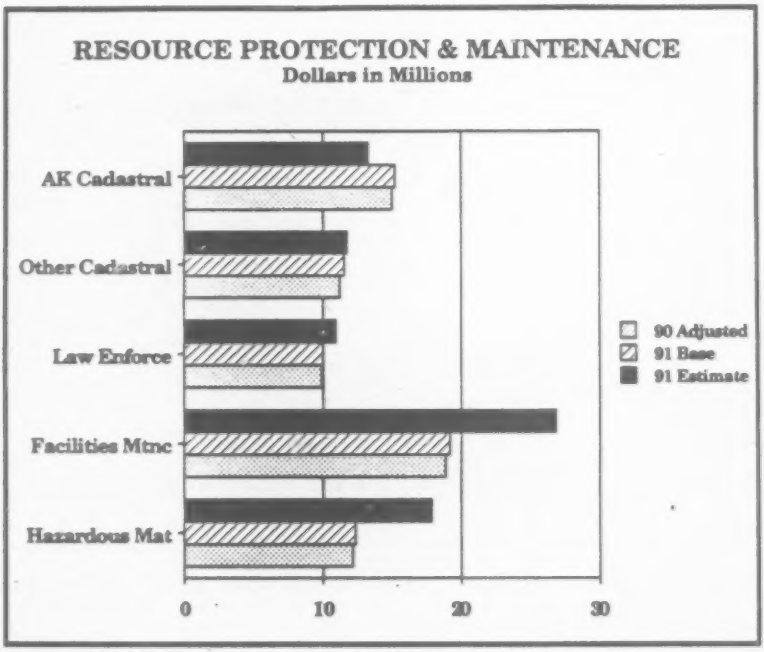
	FTE	Amount
Personnel compensation	5	160,000
Personnel benefits		32,000
Travel and transportation of persons		8,000
Printing and reproduction		15,000
Other services		2,750,000
Supplies and materials		10,000
Equipment		5,000
Total		$2,980,000

Activity Summary

Activity: Resource Protection and Maintenance

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Fire Management	9,282 1/	---	---	---	---	---
Alaska Cadastral	15,232	15,232	15,019	15,177	13,287	-1,890
Surveys Other States Cadastral Surveys	12,165	11,400	11,241	11,522	11,714	+192
Resource Protection and Law Enforcement	4,257	10,001	9,861	10,005	10,850	+845
Facilities Maintenance	15,791	19,146	18,879	19,152	26,827	+7,675
Hazardous Materials Management	12,374	12,332	12,160	12,311	17,945	+5,634
Total	69,101	68,111	67,160	68,167	80,623	+12,456



1/ Beginning in 1990, Fire Management costs are included under the BLM portion of the "Firefighting" appropriation account which is separately justified.

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Alaska Cadastral Surveys

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	15,232	15,019	15,177	13,287	-1,890
(FTE)	(149)	(149)	(147)	(121)	(-26)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	15,232	-213	15,019

The reduction of $213,000 pursuant to PL-177 will result in 30 Native Allotment surveys being deferred.

Authorization

43 U.S.C. 1711, 1738 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* authorizes the delineation of boundaries of the Public Lands.
43 U.S.C. 1612 P.L. 92-203	The *Alaska Native Claims Settlement Act of 1971* requires the survey of Alaska Native lands for conveyance to Native associations and individuals.
48 U.S.C. Chap. 2 note P.L. 85-508	The *Alaska Statehood Act*, as amended, requires the Survey of lands for State selection.
16 U.S.C. 3101, *et seq.* P.L. 96-487	The *Alaska National Interest Lands Conservation Act of 1980*; requires maps and legal descriptions for certain areas.

Objectives

The Alaska Cadastral Survey program objectives are to:

- Support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, and ANILCA;
- Complete surveys through the use of the Patent Plan Process; and
- Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA, and the Alaska Statehood Act.

Base program

The 1991 Base level for the Alaska cadastral survey program is $15,177,000 and 147 FTE.

The primary focus of the program is to support land transfers to the State of Alaska, Native corporations, and individuals as required by legislation such as the Alaska Statehood Act, the Alaska Native Claims Settlement Act (ANCSA), the Alaska National Interest Lands Conservation Act (ANILCA), the Native Allotment Act, as well as other programs. In total more than 155 million acres will be transferred from federal ownership.

Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of State and Native lands be surveyed, but also the thousands of inholdings such as those related to ANCSA Section 14(h) (cemetery and historic sites), mining claims, Native allotments, and withdrawals. Additional surveys will also be required for ANCSA Section 14(c) (village reconveyance of inholdings) selections, and for land exchanges between the Federal Government and other parties. This results in relatively high cost surveys in Alaska as compared to the other States.

Currently, 69.9 million acres are remaining to be patented to the State of Alaska, and approximately 35.7 million acres are remaining to be patented to the Alaska Native corporations.

BLM has initiated the Alaska Patent Plan Process to ensure that Alaska lands program actions and cadastral survey actions facilitate land patenting in a efficient and effective manner. The Patent Plan Process identifies all the various lands and survey needs within a particular "geographic window." Within these "geographic windows" there will be an intense and concentrated effort to survey all small inholdings, Native allotment, corporation, and village selection, State selections, and all meanderable water bodies concurrently.

Criteria for establishing the priorities for survey have been established by the Alaska Land Use Council (representing future patentees). The Interagency Cadastral Coordination Council (ICCC) with representatives from the State, Native interests, individual Native corporations, and Federal agencies, establishes priorities for survey by geographic area. The concentration of surveys within one geographic area may result in the patenting of more lands to a particular interest than to another. The equity of this process is best demonstrated over a 5-year cycle rather than an annual basis. Another result of this process is a reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives will increase.

In the program workload accomplishments, an estimated 688 miles of original survey are expected to be completed in 1990. This is a 327 mile reduction from 1989 accomplishments because of surveys being completed in the southeastern part of Alaska where, due to difficult terrain, costs are about triple those in the rest of the State. The 1991 base level of accomplishment of 700 miles continues to reflect survey completion in southeast Alaska.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	15,177	13,287	-1,890
(FTE)	(147)	(121)	(-26)

The 1991 Estimate is a decrease of $1,890,000 and 26 FTE. At the 1991 Estimate level, 500 miles of original survey and 1,650 miles of special surveys will be performed. This reduction of 200 miles of original surveys and 100 miles of special surveys from the base level results from anticipated reductions in acreages to be conveyed under the Alaska Lands program in the next 3 to 5 years. There is a time lag between the year a parcel is surveyed and actual conveyance.

Alaska Cadastral Survey Workload Accomplishments

The planned workload accomplishments for 1989, 1990 adjusted, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Original survey (miles)	1,015	688	700	500	-200
Special survey (miles)	1,700	1,350	1,750	1,650	-100

Distribution of change by object class

The object class detail for the proposed decrease of $1,890,000 and 26 FTE is as follows:

	FTE	Amount
Personnel compensation	26	$ 832,000
Personnel benefits		169,000
Travel and transportation of persons		26,000
Transportation of things		70,000
Other services		670,000
Supplies and materials		73,000
Equipment		50,000
Total		$1,890,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Other States Cadastral Surveys

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	11,400	11,241	11,522	11,714	+192
(FTE)	(272)	(272)	(271)	(273)	(+2)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	11,400	-159	11,241

The reduction of $159,000 pursuant to PL 99-177 for Other States Cadastral Survey will result in 40 fewer miles of resurveys being accomplished.

Authorization

43 U.S.C. 2 — The Act codified at *43 U.S.C. 2* provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land, or in anywise respecting such Public Land; and also, as relates to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 52 — The Act codified at *43 U.S.C. 52* provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked all base and meridian lines, through such points and perpetuated by monuments; that all private land claims shall be surveyed after they have been confirmed; and that he shall transmit general and particular plats of all lands surveyed to such officers as he may designate.

43 U.S.C. 1711, 1738 — The *Federal Land Policy and Management Act of 1976* authorizes the delineation of boundaries of the Public Land.

Objective

The objective of the Other States Cadastral Survey program is to provide cadastral surveys of Federal Interest Lands in the contiguous 48 States to meet BLM priorities for marking the boundaries of Public Land areas to support the lands and realty, energy and minerals, forestry, and other renewable resources programs; and to meet the priority survey needs of other Federal Agencies.

Base program

The 1991 Base level for the Other States Cadastral Survey program is $11,522,000 and 271 FTE.

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal Lands. Boundaries of the Public Land must be delineated on the ground and in the official records, as determined by a cadastral survey, prior to patent or to many types of resource development. BLM is responsible for all of the official survey records (plats and field notes).

In support of the its priority programs, the BLM:

- Completes original surveys as a prerequisite to patenting of Public Land;
- Establishes precise, on-the-ground boundaries for leases or other uses of the Public Land (e.g., in Wyoming, the restoration of old, original surveys on mineral lease lands that will affect millions of dollars of resources) and for Congressionally designated management areas such as wilderness areas;
- Determines precise boundaries to avoid: (a) trespass by private parties against the Government or by the Government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain; and
- Support land related activities such as exchanges, disposals and acquisitions of land.

There are current agreements with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; however, their surveys must be approved by BLM. The BLM/FS agreement allows an increase in the number of legal cadastral surveys on FS-administered lands. This benefits administration of all programs by helping to resolve trespass and unauthorized occupancy cases and by promoting effective utilization of the natural resources. BLM provides search of title records and previous surveys to determine the survey method to be used and is responsible for all records management following survey approval. Surveys required by other agencies, such as the Bureau of Indian Affairs (BIA), are presently conducted by BLM on a reimbursable basis.

All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates these types of survey only when needed to solve a specific management problem.

Three major types of cadastral surveys are executed on the Public Land:

- Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the Public Land as well as the authority to execute resurveys when needed to determine the boundaries of the Public Land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except for those required for Alaska land conveyances and those few in the other States required for trespass abatement and resource management.

- **Resurveys** are performed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource development. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.

- **Special surveys** are those that do not fall into either of the above two categories. These include surveys of Public Land islands omitted from original surveys, correction of fraudulent land surveys, and surveys of lode mining claims.

At the 1991 Base level, the Bureau would complete 50 miles of original surveys, 4,500 miles of resurveys and 150 miles of special surveys in direct support of program activities; as follows:

- Original survey amounting to 50 miles would be completed to provide descriptions of lands proposed for disposal and to respond to public requests for survey of omitted land;

- Some 2,000 miles of resurvey would be completed for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, for proposed exchanges, and for efforts to solve some of the unauthorized occupancy situations which exist throughout the West and in some Eastern States; and

- Energy development programs in areas of extensive intermingled lands would require 2,500 miles of resurvey. These surveys permit land ownership identification and, ultimately, expedite energy development exploration. In 1991 emphasis will continue to be on resurveys in the Powder River Basin of Wyoming. Survey corners in this area of high energy mineral interest have been obliterated, and dependent resurveys recently completed have shown that many townships have significant distortions in the original surveys. This presents an oil and gas resource management problem for both industry and the Federal Government. The 1991 base level provides for resurvey of 15 townships.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	11,522	11,714	+192
(FTE)	(271)	(273)	(+2)

An increase of $192,000 and 2 FTE is proposed to accomplish 43 miles of surveys to establish boundaries associated with portions of rivers in Oregon recently added to the National Wild and Scenic River System. Identification of the boundaries of these Wild and Scenic Rivers is needed to establish the exact limits of the areas designated, to ensure proper management, the enforcement of restrictions on land use activities, to identify private inholdings, and to facilitate the processing of land use applications on adjacent Public Land.

Other States Cadastral Workload Accomplishments

The planned workload accomplishments for 1989, 1990 adjusted, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Original survey (miles)	45	50	50	50	---
Resurvey (miles)	4,960	4,460	4,500	4,543	+43
Special survey (miles)	145	150	150	150	---

Distribution of change by object class

The object class detail for the proposed increase of $192,000 and 2 FTE is as follows:

	FTE	Amount
Personnel compensation	2	$ 64,000
Personnel benefits		13,000
Travel and transportation of persons		3,000
Transportation of things		10,000
Other services		80,000
Supplies and materials		15,000
Equipment		7,000
Total		$192,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Resource Protection and Law Enforcement

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	10,001	9,861	10,005	10,850	+845
(FTE)	(83)	(83)	(82)	(99)	(+17)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	10,001	-140	9,861

The reduction will pursuant to PL 99-177 will result in the delay of equipment purchases and a cutback in lower priority investigative work. Support for the drug enforcement program will not be affected.

Authorization

43 U.S.C. 1733 P.L. 94-579	The *Federal Land Policy and Management Act of 1976*, Section 303, authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of Public Lands, including the property located on these lands. The Secretary may also authorize Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with appropriate local officials to assist.
P.L. 100-690	The *Federal Uniform Crime Reporting Act of 1988* requires Federal agencies collecting data on crimes to report that data to the Attorney General in a manner prescribed by the Department of Justice.

Objectives

- Ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the Public Land and resources as directed by FLPMA; and
- Protect the natural resources from unlawful activities; investigate incidents of unlawful acts against Public Land resources and users, and bring to justice those responsible through an effective law enforcement program.

Base program

The Base level for the Resource Protection and Law Enforcement program is $10,005,000 and 82 FTE.

BLM law enforcement work is multi-faceted. The work entails developing investigative contacts which give exposure and visibility to resource protection personnel, as well as provide information for investigations. The information results in grand jury testimony, search and/or arrest warrants being issued and served, and cases being presented for prosecution, all of which resolve criminal acts or serve as deterrents to further violations.

From 1 to 10 special agents are assigned to each BLM State Office and the Headquarters Office to conduct criminal investigations and manage the BLM resource protection and law enforcement program. The BLM's resource protection responsibilities are enhanced by 85 law enforcement Rangers who emphasize crime prevention and compliance with resource protection measures through field contacts and patrols of vast areas of the Public Lands. Forty-one of these Rangers are located in the California Desert Conservation Area.

Investigations

Investigations support many of the BLM's resource management programs. The 1991 Base program stresses drug enforcement and reduction of unauthorized uses and illegal activities relating to archaeological resources, energy and minerals, forestry and recreation.

Archaeological Resource Violations: Destruction of antiquities and illegal removal of archaeological resources continue to be areas of concern and investigative emphasis in BLM. The Base program will continue to concentrate on enforcement of the Archaeological Resources Protection Act of 1979 and other relevant statutes, and implementing archaeological resource law enforcement plans. Emphasis within the 1991 Base program will be placed on identifying and bringing to justice persons who are stealing and marketing these resources in an attempt to reduce the supply of illegally obtained antiquities. BLM special agents are involved in joint Federal/State interagency task force operations designed to combine limited agency resources and cooperatively increase archaeological protection efforts. These efforts include:

Detection - includes remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;

Public Awareness - encompasses a public education program to make visitors and users of the Public Lands aware of the problem and the means to report violations;

Employee Awareness - involves training employees on how to identify and report violations encountered while working on the Public Lands;

Law Enforcement - includes actions conducted in cooperation with other Federal, State and local law enforcement personnel, as well as individual agency special operations and investigations.

Four Corners Cultural Resources Investigative Task Force: This task force will continue to investigate theft and destruction of cultural resources in the Four Corners region.

Oil and Gas Theft: The Secretary of the Interior has recently delegated the responsibility for criminal investigations related to theft of oil and gas products on Indian leases to the BLM. This additional responsibility will increase criminal investigations and related investigative audits within the Base program.

Drug Enforcement

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities will address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the Public Land. The control of drug activities on the Public Land is important because such illegal activities not only impact resource values (e.g., diversion and fouling of water sources, abandoning contaminated materials, destruction of timber and wildlife habitat), but also endanger visitors, users, and BLM employees on the Public Land. The Base program emphasis will continue to expand beyond cannabis eradication to include more investigative, intelligence gathering, and subject identification/arrest efforts.

Illegal drug activity on the Public Land has increased in quantity, complexity and sophistication, especially over the last 5 years. Not only has the amount of cannabis eradicated increased, but BLM is now beginning to find drug labs on the Public Land in growing numbers. There is also evidence that illegal drug traffic is expanding across the U.S./Mexican border onto Public Land areas in Arizona, California, and New Mexico. As a result of these trends, the BLM must spend more time, use more advanced detection, surveillance and intelligence methods, and enhance cooperative efforts to increase the number of arrests, prosecutions and property seizures. It is critical for the BLM to maintain a highly visible and active position in drug enforcement because illegal drug producers and traffickers are sensitive to law enforcement efforts and will take advantage of any slackening of emphasis by the Government.

Within the 1991 Base, the drug control efforts initiated in 1990 will continue, with emphasis on those States with an identified drug enforcement problem. The 1991 Base program maintains the 1990 funding level for drug law enforcement efforts at $6,750,000. Funding for one-time equipment purchases made in 1990 will be shifted to cover additional labor costs related to the addition of drug enforcement coordinators, intelligence analysts, and support personnel. Activities include the following:

Investigations, Detection and Eradication: The full-time BLM drug enforcement coordinators hired in 1990 for California, Oregon, Arizona, Nevada, New Mexico, and Utah, will continue to provide program direction and interagency liaison for drug-related detection efforts and investigations. Drug enforcement coordinators will be added in the remaining States (Alaska, Colorado, Idaho, Montana and Wyoming) in 1991. Additional field eradication teams, consisting of law enforcement officers and supplemented through cooperative agreements, would be formed in additional areas with identified needs. Contract aircraft will continue to be used to spot cultivation plots and supporting facilities, transport personnel and equipment, and remove the cannabis and evidence. Some specialized equipment, such as remotely operated video cameras, telephoto lenses, sensor devices, and night vision equipment, will be purchased to outfit new field teams.

Drug Interdiction: Ranger patrol and interdiction efforts along the U.S./Mexico border will continue. Additional Ranger positions will be devoted to patrolling Public Land areas in Arizona, California and New Mexico, in coordination with other Federal law enforcement agencies, to detect drug smuggling operations.

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Intelligence: The Base program includes continued staff support for the command intelligence communications center and incident tracking network. This component will include continued reporting procedures, an informant reward system, and a law enforcement radio net, as well as the capability to access the National Crime Information Center and the El Paso Intelligence Command. Additional computer equipment will be purchased to provide all BLM State Offices with adequate capability. This capability will allow conversion of data to graphic form showing the locations of cultivation plots, drug labs, and drug interdiction points for analysis and prediction of possible future drug activity.

State/Local Assistance: Part of the 1991 Base program funding will be used to maintain the law enforcement agreements with State and local law enforcement agencies which were added in 1990. These agreements are designed to assist the BLM in identifying, investigating and prosecuting drug law violations on the Public lands. Specific agreements also provide assistance and backup to the field eradication teams during their operations. Agreements will be distributed among the States with significant drug control problems and will continue at the 1990 level.

Public Awareness. This portion of the 1991 Base includes continuation of public education efforts aimed at informing visitors and users of the Public Land about dangerous areas where drug activity is high, and enlisting their support in reporting suspicious activities observed on the Public Land. Special emphasis will continue to be placed on increasing media coverage of the activities and results of the field eradication teams. In addition, brochures, posters and public service announcements will be developed and distributed.

Resource Protection

The increasing use of the Public Land and the depredation of natural and cultural resources has dictated a continuing expansion of the BLM Ranger program to areas outside of the California Desert Conservation Area as well as within the Conservation Area. As multiple-use resource personnel, the Rangers perform duties in support of many BLM programs and receive law enforcement-related technical oversight, equipment and training through the resource protection program. Along with other BLM programs, the 1991 Base continues the 1990 funding levels for law enforcement work by Rangers, investigations by special agents, training, equipment and law enforcement agreements.

Rangers conduct patrols and provide a BLM presence at selected high use areas, and in remote locations, to reduce people versus people violations, vandalism to facilities, off-road vehicle violations, cultural resource and vegetation thefts, etc. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to observe any unusual occurrences and potentially illegal and unauthorized uses of the Public Land. While in the performance of their duties, Rangers may also provide normal and emergency assistance to visitors and users of the Public Land.

Cooperative Agreements

Section 303 of FLPMA authorizes BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the Public Land. Since 1976, law enforcement agreements have been signed with local law enforcement agencies in most of the western States. These agreements emphasize the enforcement of State and local ordinances rather than Federal laws on the Public Lands since

enforcement of Federal laws on the Public Land rests with Federal law enforcement officials. The actual number of law enforcement agreements can vary from year to year because agreements may be on a countywide basis, for specific problem areas, or for a specified, limited time period (such as long holiday weekends). An estimated 73 agreements will be in effect under the 1991 Base program, the same as in 1990.

CANNABIS ERADICATION

Eradication of marijuana on the Public Land is dependant upon effective support and cooperation with other Agencies and Law Enforcement authorities.

The Special Agents-in-Charge in each BLM State Office manage the cooperative agreements. These agreements are usually with a county sheriff, or a State or local law enforcement agency. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem. A number of the BLM law enforcement agreements signed with county sheriffs have singled out marijuana control as the major work task to be accomplished. BLM also works cooperatively with State and local government agencies in this matter and is cooperating extensively with the Drug Enforcement Administration, Forest Service, National Park Service and the Bureau of Indian Affairs in such projects as remote sensing and area reduction mapping, and the Campaign Against Marijuana Planting (CAMP) for the purpose of eradicating marijuana.

Increase from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	10,005	10,850	+845
(FTE)	(82)	(99)	(+17)

The 1991 Estimate is an increase of $845,000 and 17 FTE. This is a net increase for implementation of an incident reporting system and performance of additional investigations in support of the President's Drug Control Policy on the Public Land.

Incident Reporting System ($845,000 and 6 FTE): This increase will cover the additional workload stemming from compliance with the requirements of the Federal Uniform Crime Reporting Act of 1988 (P.L. 100-690). As mandated by Department of the Interior policy, BLM will modify existing data bases and develop an automated incident reporting system which will enable monthly law enforcement incident reports to be electronically assembled by the BLM, and be electronically transferred to the Department for transmittal to the FBI. The increase will provide for computer system development, purchase of computer hardware, data communications, data compilation and encoding, salaries and training for additional law enforcement technicians and special agents. The system will aid tracking of incidents and violations on the Public Land in support of the Bureau's resource programs as well as the drug control effort.

Drug Enforcement Investigations (+11 FTE): An additional 11 FTE will be funded in 1991 to support the Drug Control effort. These FTE will support establishment of 5 Special Agents to serve as Drug Control Coordinators for the remaining BLM states (Alaska, Colorado, Idaho, Montana, Wyoming). The remaining FTE will be used to cover additional law enforcement and support personnel to increase the number of BLM drug eradication teams and to intensify patrol and interdiction efforts along the U.S./Mexican border. Approximately $600,000 from the Base is being redirected from equipment purchases made with 1990 funds to support these additions to BLM's drug control investigative staff. The 1990 equipment purchases included one-time requirements for computer hardware and law enforcement radio networks to improve communication and access to national crime information databases, as well as specialized equipment, such as remote video cameras, sensor devices and night vision equipment.

Resource Protection and Law Enforcement Workload Accomplishments

The planned workload for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Investigation/Enforcement (No. of Investigations):					
Wild horse and burro abuse	67	78	78	78	---
Timber theft	61	74	74	74	---
Range arson	27	35	35	35	---
Antiquities theft and destruction	60	66	66	70	+4
Solid and fluid mineral theft and fraud	102	102	102	102	---
Theft and destruction of government property	46	52	52	52	---
Recreation site violations	70	82	82	90	+8
Occupancy trespass	71	102	102	105	+3
Drug control	72	78	78	100	+22
Other 1/	83	86	83	86	+3
Total	659	755	752	792	+40

1/ Such as assault, fraud, and vegetative resources theft.

Law Enforcement Agreements (Number Signed):

State	1989 Actual	1990 Estimate	1991 Base and Estimate
Arizona	2	5	5
California	13	23	23
Colorado	6	6	6
Idaho	1	1	1
Montana	0	0	0
Nevada	0	2	2
New Mexico	0	0	0
Oregon	25	28	28
Utah	2	5	5
Washington	0	3	3
Total	49	73	73

Distribution of change by object class

The object class detail for the proposed increase of $845,000 and 17 FTE is as follows:

	FTE	Amount
Personnel compensation	17	$ 544,000
Personnel benefits		108,000
Travel		50,000
Rent, communications and utilities		50,000
Printing and reproduction		15,000
Supplies and Materials		38,000
Other services		240,000
Equipment		-200,000
Total		$ 845,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Facilities Maintenance

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	19,146	18,879	19,152	26,827	+7,675
(FTE)	(272)	(272)	(270)	(292)	(+22)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	19,146	-267	18,879

The reduction pursuant to P.L. 99-177 will delay minor maintenance work such as repainting, caulking and other smaller structural repairs to buildings, cause certain recreation maintenance items such as grounds work and routine repair of picnic tables, restrooms and boat ramps to be foregone, and result in the loss of some engineering technical assistance for construction contract preparation and review.

Authorization

43 U.S.C. 1701, 1731-1732, 1762

The *Federal Land Policy and Management Act of 1976* provides authority for the maintenance of roads required for protection, development, and management of lands for utilization of forests and other resources; and directs that Public Lands be managed to protect scenic, historical, and archaeological values and to provide for outdoor recreation and for human occupancy and use.

Objectives

The objectives of the Facilities Maintenance program are to:

- Provide maintenance to BLM-owned buildings, water and sewer systems, recreational sites, and transportation systems (roads, trails, and major bridges) on BLM-administered Public Land (outside of western Oregon) in order to:
  - provide for the safety and health of Public Land users and employees;
  - maintain the public investment in facilities intrusted to the Bureau's stewardship;

- protect resource values; and

- maintain the usefulness of BLM facilities for the purposes for which they were constructed.

- o Conduct condition surveys of BLM facilities to inventory, determine condition and maintenance requirement priorities, and develop maintenance plans and schedules for the long term maintenance of the facilities;

- o Provide retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures identified in technical surveys; and

- o Provide engineering survey and design and other professional engineering/architectural services for the development and operation of BLM physical facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

Base program

The 1991 Base program level is $19,152,000 and 270 FTE.

The facilities maintenance program provides maintenance (outside of western Oregon) to BLM buildings, recreation facilities, and transportation systems as well as providing basic engineering services for maintenance and construction actions regardless of funding source.

The acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated at between $420 and $460 million. Many older facilities were acquired at no cost from other Federal agencies as excess property, as a property transfer from another agency, or in the case of roads as abandoned property from local governments. The Base program expenditure for facilities maintenance is less than 3 percent of acquired facility value.

Maintenance Management System Development - During 1990 and 1991, the BLM will complete implementation of a condition survey and inventory of all BLM facilities to aid in future maintenance planning and management. This effort focuses on developing system data elements, maintenance standards, and inventory condition survey input forms along with initiation of data entry. This inventory is part of an overall BLM maintenance management system which can be used by managers to manage an overall maintenance program. The system will define the quantity of facilities, their condition, the desired maintenance condition level and a cost for maintaining each facility at the desired condition level. System output will be used to set work priorities, allocate funding, track capitalized values and expenditures, and identify replacement needs.

Buildings - The BLM is responsible for maintaining approximately 1,350 BLM-owned structures and buildings (including water and sewer systems, office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards) containing over 1,486,000 square feet of space, and having an estimated acquisition value of $45 to $50 million. These structures vary from complex administrative office buildings to small radio repeater stations and wellhouses. Some of these structures do not require annual or periodic maintenance (e.g., wellhouses, repeater buildings, etc). Other buildings such as office complexes require continuing maintenance.

About 130 office buildings and over 680 other BLM-owned buildings will be maintained at the Base level. BLM will also maintain 97 water and sewer systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Building maintenance includes the following functions:

- Major maintenance work, such as repairing sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;
- Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;
- Minor maintenance work, such as repainting and replacing broken windows; and
- Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

Recreation facilities - The BLM is responsible for maintaining approximately 423 developed and 1,835 semi-developed recreation sites with facilities, including 2,600 day use units and 5,900 camping units, 435 boating access points, and 8 visitor centers, having an estimated acquisition value of between $20 to $25 million. BLM tries to maintain recreation facilities to a standard that protects both the resource and the using public, the public investment, and fosters pride of public ownership.

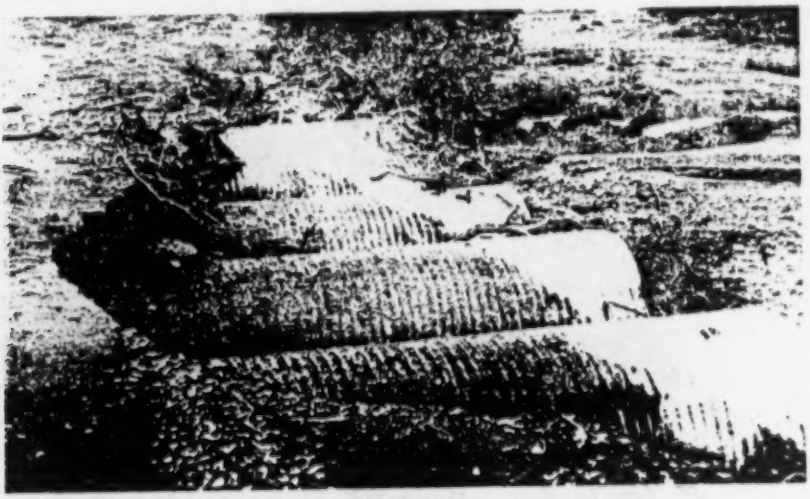
The level of maintenance should try to meet all health, safety, and physically impaired access standards. Maintenance funds will be concentrated on the most intensively used recreation facilities where both visitor use and BLM's investment are the greatest. Funding for maintenance of recreational facilities is also being augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible.

Recreation maintenance includes the following functions:

- Trash collection and maintenance/operation of restroom-sanitation facilities;
- Installation and maintenance of water purification systems;
- Repair of structures (picnic facilities, restrooms, boat ramps, etc.) such as repainting or staining, replacing broken boards or decking;
- Grading and gravelling of roads; replacing culverts and cleaning of cattle guards;
- Grounds work such as pruning trees and shrubs, fence maintenance and irrigation; and
- Removal of hazards, such as dead trees, excess fire fuel, and the fencing old mine shafts.

Up to $1,200,000 of the 1991 request for the Management of Lands and Resources appropriation is intended to be derived from receipts collected at developed recreation facilities or from special recreation permits under the special account established by the amendment to the LWCF act in 1987. Approximately half of these fees will be used for maintenance of recreation facilities which generate fees as described under this subactivity and the other half will be used to support management of recreation facilities and fee-generating recreation uses as described under the recreation resources management subactivity program.

Transportation - The BLM is responsible for maintenance of about 44,000 miles of roads, 5,000 miles of trails including 2,285 miles of interpretive, hiking and equestrian trails, and 250 major bridges on the Public Land outside of western Oregon. The acquisition value of this transportation network is estimated to be between $355 and $385 million. At the 1991 Base level, the BLM will provide scheduled maintenance on 9,300 miles of road, provide corrective maintenance on 1,500 miles of roads and trails, and maintain 55 bridges.



STORM DAMAGE

Typical storm damage resulting from all-too frequent flash floods in the southwest.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- Grading to repair damage from erosion;
- Stabilization of shoulders to protect surfacing;
- Resealing or repaving;
- Replacement of individual culverts; and
- Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal example is timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM). For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion.

BLM roads represent significant public investments on the Public Land. Diligent maintenance reflects proper stewardship of these investments. Corrective maintenance involves the completion of maintenance that is not on a normal schedule and is the result of some abnormal situation which requires immediate corrective action such as damage to roads from heavy runoff, flood damage to roads and bridges, obstructions on roads, culvert damage, etc.

Engineering Services - Essential professional engineering expertise for all BLM programs is provided by State Office and District Office Engineering personnel who perform transportation system management services, contract supervision and administration of both facility construction and major land improvements requiring engineering expertise. Examples of engineering services include condition surveys/inventories of BLM facilities as a part of development of the Bureau's Maintenance Management System; survey and design of roads requiring easements and roads for timber access; technical assistance for building, dam and bridge safety inspections, rehabilitation and maintenance; review and administration of architectural and engineering source contracts for all programs; and technical assistance for the design and maintenance of range improvement, wildlife and watershed projects.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	19,152	26,827	+7,675
(FTE)	(270)	(292)	(+22)

The total increase of $7,675,000 and 22 FTE will support the *Maintaining Infrastructure - Legacy 99* initiative as part of the Secretary's *Stewardship* agenda. The 1991 Budget for the Department of the Interior proposes a major *Maintaining Infrastructure - Legacy 99* initiative, which synchronizes with the President's *America the Beautiful* program. To celebrate the 150th anniversary of the Department of the Interior and leave a legacy to the Nation as it enters the 21st Century, Secretary Lujan is proposing to begin a stepped up program to repair and rehabilitate the Public Land and facilities of the Department, as part of his *Stewardship* agenda.

The *Maintaining Infrastructure - Legacy 99* initiative will begin a long-term effort to substantially reduce the backlog of rehabilitation projects, including the maintenance of BLM buildings, recreation facilities, and roads and bridges to improve the condition of these facilities on the Public Land by 1999.

This increase consists of four components to begin a stepped-up program to repair and rehabilitate the facilities of the BLM consistent with this Departmental initiative: (1) +$3,700,000 to provide maintenance in support of the BLM *Recreation 2000* initiative, (2) +$3,265,000 to address current maintenance needs, facility condition protection and reduction of preventative maintenance work build-up, (3) +$310,000 for additional signs on the Public Land, and (4) +$400,000 to enhance maintenance through the use of volunteers.

***Recreation 2000* Implementation (+$3,700,000; +12 FTE)**

This increase continues implementation of *Recreation 2000: A Strategic Plan* which is a blueprint of BLM's recreation management policies and goals to accommodate the growing recreation demands on the BLM-administered lands and waters.

This increase is needed to reduce the backlog of BLM recreation facility maintenance projects in accordance with the *Recreation 2000* implementation plan priorities. The additional funds will enable BLM to perform maintenance activities at a level needed to meet health, safety, and physically impaired access standards, to protect the public's investment in existing facilities, and to minimize future maintenance needs. Funding will be focused on those facilities experiencing the sharpest growth in recreation use, particularly high priority Special Recreation Management Areas and fee-generating areas.
Of the total increase, BLM plans to use the additional funds for the following purposes:

- $650,000 for high priority maintenance of important access routes to recreation sites and areas and recreation trails, including:
  - $50,000 to correct safety problems and stabilize the roadbed along access roads to Pelican Lake, Lonesome Beaver and Baker Dam Reservoir campgrounds in Utah;
  - $100,000 to regrade and gravel roads to 10 recreation sites, $135,000 to correct safety problems along the loop road in the Steens Mountain Scenic Area and $70,000 to improve boating access to the Owyhee River in Oregon;
  - $10,000 for the White House, Wire Pass and Buckskin trailheads in the Paria Canyon Wilderness Area, $35,000 for the Burr Point trailhead and $15,000 for the Red Cliffs, Star Spring and Butler Wash trails in Utah;
  - $75,000 for the Cress Creek, Oregon Trail, Nez Perce, Lewis and Clark and other high priority trails, in Idaho;
  - $40,000 for maintenance along the Pacific Crest and Bizz Johnson trails in California;
  - $35,000 for Chukar Trail and Duncan Trailhead in Gunnison Gorge and Hack Lake trail in Colorado; and
  - $25,000 for the Iditarod National Historical Trail, $40,000 for the White Mountain NRA Trail, and $20,000 for road maintenance in the Steese Mountain NCA in Alaska.

VISITOR SAFETY

Regular maintenance of recreation facilities insures that visitors to BLM recreation sites can enjoy a safe experience.

- $3,050,000 for increased operation and maintenance of recreation facilities on Public Land, including the following:

  - $80,000 for work in the King Range National Conservation Area, Carrizo Plain and East Mojave National Scenic Area, and $50,000 for maintenance at special recreation areas within the California Desert Conservation Area, California;

  - $150,000 for heavily used campground and picnic sites in high priority Special Recreation Management Areas (SRMA) throughout the State including Kellys Island, Conant Valley and Byington Landing in South Fork Snake River SRMA, Hammer Creek and Pine Bar in the Lower Salmon River SRMA, North Fork in the Owyhee SRMA, Huckleberry, Tingley Springs, Sheep Springs in the Emerald Empire SRMA, Poison Creek in the Bruneau SRMA, and Pipeline in the Deep Creek SRMA in Idaho;

  - $75,000 for corrective maintenance on cabin sites, boat ramps, picnic and camp sites at Canyon Ferry Recreation Area, and $30,000 for work at Holter Lake and the Fort Benton Contact Station, Montana;

  - $75,000 for heavily used campground and picnic sites throughout the State including Little Sahara, Deer Creek and Baker Dam campgrounds, Birch Creek and Simpson Springs Picnic Areas, Sand Island boat launch, Jarvie Historic Site and Cleveland Lloyd Dinosaur Quarry in Utah;

- $50,000 for the repair of vault toilets and water systems and remodeling of vault toilets for handicapped access at recreation sites in Oregon;

- $40,000 for building and facility maintenance at Special Recreation Management Areas including Steese Mountain and Fort Egbert (Eagle Campground), Alaska;

- $105,000 to maintain other recreation facilities located in high use Special Recreation Management Areas;

- $230,000 for corrective maintenance at the Comb Wash campground, 4 campgrounds along the popular Colorado River and 2 campgrounds in the Henry Mountains; $70,000 to provide restrooms that are accessible to the physically disadvantaged at the Price River, Big Bend and Wind Whistle Campgrounds, Utah;

- $160,000 to revamp 23 deteriorating campsites, provide reliable portable water, modify waste disposal systems and develop handicapped access at Steck Recreation Site; $70,000 for repair of 26 damaged picnic tables and drinking water system at Cove Recreation Site, Idaho;

- $160,000 for maintenance of 31 family campsites, 3 restrooms and a water system at Mid Hills Campground and $40,000 for 8 entrance signs and 3 information kiosks in the East Mojave National Scenic Area; $140,000 for work along the Merced Wild and Scenic River including restroom modification, well and storage tank repair, rehab of 14 campsites and beach protection at the McCabe Flat and Railroad Flat access sites, and painting and resurfacing of the Briceburg Bridge, California;

- $60,000 for repairs to the drinking water system and parking lot at the Empire Landing Site along the Colorado River; $50,000 to maintain the drinking water system, repair group camping areas and correct RV waste disposal problems at Virgin River Campground, Arizona;

- $190,000 to replace 5 restrooms, install 35 information signs, grade 40 miles of access road, provide streambank protection and provide handicapped accessibility to alleviate problems of resource deterioration, sanitation and public safety in the San Juan Special Recreation Management Area near the popular tourist towns of Lake City, Ouray and Silverton; $70,000 for replacement of 2 restrooms, access road and parking area maintenance and installation of 20 signs along the Gunnison River, Colorado;

- $110,000 for corrective maintenance at the Three Patches, Warren Bridge and Fourteen Mile Campgrounds including replacing 3 restrooms, trail maintenance, repairs to 20 camp sites, resurfacing parking areas and accommodating handicapped use; $80,000 for repairs to the Atlantic City and Big Atlantic Gulch Campgrounds, including replacing 2 restrooms, resurfacing parking areas, repairing 30 campsites and providing handicapped access, in Wyoming;

- $50,000 to eliminate barriers to the handicapped at Bureau facilities statewide; $40,000 to repair water systems located at the Fort Meade Recreation Site and 4 well systems in the upper Missouri Wild and Scenic River Recreation Complex; $40,000 to replace unsound vault toilets along the Madison River and Upper Missouri Wild and Scenic River Corridor; $90,000 for maintenance along the 149 mile

Upper Missouri River Wild and Scenic River corridor including hazardous tree removal at 14 sites, repair of 3 boat ramps, replacement of informational signs along the length of the corridor and grading of access roads to 5 recreation sites, in Montana;

- $125,000 for restroom, group shelter and trail repair at the Wild Rivers Recreation Site; $100,000 for boat ramp repair and watershed stabilization at Santa Cruz Lake; $70,000 for repair of day use and parking facilities and visitor center maintenance at La Cueva Day Use/Visitor Center; $100,000 for maintenance of the water system and restroom at the Valley of Fire Recreation Management Area, New Mexico;

- $200,000 tc stabilize and protect the Fort Egbert National Historic Landmark and provide signing to interpret the significance of the Fort and surrounding Eagle area, in Alaska; and

- $150,000 to provide for increased survey and design, preparation and administration of maintenance contracts, and other engineering work needed to support the maintenance portion of the *Recreation 2000* initiative.

Maintenance & Facility Improvement (+$3,265,000; +8 FTE)

This increase provides additional corrective and scheduled maintenance, as well as increased frequency of maintenance to various BLM buildings and transportation systems, and addresses maintenance needs of newly acquired facilities.

The highest priority projects are those that present a safety and/or health hazard to the public or BLM employees. This would include situations such as unsanitary conditions on the Public Land, and roads, bridges and buildings that are unsafe or which present some type of hazard such as structural weakness or asbestos. The type of projects which rank next in priority order include systems that have failed, such as heating and/or ventilation system breakdowns, culverts which silt in or wash out, or roofs that leak. Third priority projects are those which would provide the physically disadvantaged a reasonable opportunity (access) to utilize the public resources. Also, important, but lower priority projects include those that protect the capital investment, prevent resource damage and conserve energy.

Of the total increase, BLM plans to use the additional funds for the following purposes:

- $2,055,000 for high priority maintenance of roads and bridges. This includes an estimated:

  - $140,000 for bridge maintenance in Wyoming, Nevada, Idaho and New Mexico to provide for safe access to the Public Land;

  - $50,000 to stabilize 10 miles of the Prise - Peet Roadbed and repair dangerous slough zones in areas of high cuts and fills; $125,000 for resurfacing the 6.5 mile access road into the Pryor Mountain Horse Range and Recreation Area, Montana;

  - $100,000 for straightening, widening and filling of dangerous embankments along the Quail Hill Road in northern Arizona;

  - $120,000 for grading and gravel surfacing 3 miles of the Nowater-Nowood Road and repair of a hazardous low water crossing on Nowater Creek, Wyoming;

INTENTIONAL BLANK

- $280,000 for chip seal maintenance along 15 miles of the Red Rock Loop Road, repairs to the 25 unit Willow Spring Campground and maintenance of 15 miles of hiking trail in the Red Rock Canyon Special Recreation Management Area near Las Vegas; $135,000 for corrective road maintenance including grading and replacement of drainage structures and road culverts that are causing sedimentation and erosion along critical riparian and fisheries habitat in the Wells Extensive Recreation Management Area, Nevada;

- $110,000 for dust control measures along access roads to the LaPosa and South Mesa Long Term Visitor Areas in Arizona;

- $110,000 for roadbed stabilization and erosion control along 7 key access roads in Montana and $160,000 for similar work on 5 key access roads in Wyoming;

- $30,000 for access road maintenance and repair of the Cienega Creek road crossing at Empire-Cienega RCA, Arizona;

- $120,000 for base material repair and paving of the Boise District Office parking lot in Idaho;

- $50,000 for grading and surfacing of the Hualapai Mountain Scenic Drive and the Safford to Clifton Road; $50,000 for grading, cattleguard and gate repair and road signing in the Barry M. Goldwater Range, Arizona;

- $75,000 for culvert replacement, grading, resurfacing and repair of low water crossings on key access routes to Public Land and recreation areas including Haeckel, Tanque and Black Rock roads in Arizona; and

- $400,000 to maintain an additional 1,?00 miles of high use roads on Public Land.

o $1,010,000 for increased building maintenance work including an estimated:

- $120,000 for miscellaneous maintenance work on BLM buildings in various locations;

- $100,000 for roof and electrical system repairs at the Little Sahara Recreation Area Visitor Center, Utah;

- $110,000 for heating and air conditioning system, roof, siding and parking lot repairs at the Cottonwood Resource Area Office, and $110,000 for corrective maintenance of the heating and air conditioning systems in the Salmon District Office, Idaho;

- $50,000 for roof repair at the Wild Rivers Recreation Area and maintenance at the Farmington and McGregor Range administrative buildings in New Mexico;

- $30,000 for electrical, roof and structural repairs to prevent further deterioration of historic buildings in the San Pedro Riparian National Conservation Area, Arizona;

- $50,000 for repair of the Kotzebue and Coldfoot Visitor Centers, and the Fort Egbert Historic Site, Alaska;

- $125,000 for maintenance at the Western Slope Fire Coordination Center, Grand Junction, including repair of parking areas, grounds drainage, improved signing, foundation and interior maintenance and provision for handicapped accessibility, Colorado;

- $60,000 for window and insulation repair at the Phillips Resource Area Office and repair of the Lewistown District Office parking lot and computer room, Montana;

- $140,000 to provide handicap access at the Campbell Tract Administrative Site, in Alaska;

- $50,000 for general maintenance of the Anasazi Heritage Center building in Colorado;

- $20,000 for corrective maintenance and stabilization of the Empire Ranch house, Arizona; and

- $45,000 for corrective maintenance of heating and air conditioning units in A and B barracks at Boise Interagency Fire Center, Idaho.

o An additional $200,000 to provide for the increased survey and design work, preparation and administration of maintenance contracts, and other engineering expertise needed in support of *Maintinance Infrustructure - Legacy 99* maintenance and construction projects.

Public Land Sign Program (+$310,000; +1 FTE)

This increase implements an improved program for signing significant areas of the Public Land, especially those which receive heavy and frequent use, or those of Nationally significant importance. Such a program is needed to better identify the Public Land and BLM's multiple-use resource management mission for the general public and the Public Land user in order to increase the public's awareness and appreciation of the Public Land and its many important values. It will also enable the BLM to inform visitors about the opportunities and restrictions on access and use of the Public Land in a more adequate and effective manner. Priorities for improved signs would include signing entrances to areas of national prominence such as National Conservation Areas, entrances to developed recreation areas, areas with sensitive resource values, and a continuation of signing portals to major areas of the Public Land along major highways.

The additional funds would involve the placement of 1,900 new signs, and replacement of 1,500 signs at approximately 1,300 sites and locations.

Volunteers (+$400,000; +1 FTE)

This increase is associated with the initiative to enhance utilization of volunteer assistance as part of the Secretary's "STEWARDSHIP" agenda. Emphasis will be placed on forming new partnerships with private citizens and varied service and conservation organizations, increasing the number of volunteers and volunteer projects, and facilitating and promoting the use of volunteers within BLM. Funds will be used to recruit, orient, and support volunteers and for volunteer project materials.

Projects could include minor repairs and painting of picnic tables, ramadas, restrooms, campsites and other facilities; trash collection and grounds cleanup; road and trail maintenance; replacement of interpretive, informational and directional signs.

Facilities Maintenance Workload Accomplishments

The planned workload Accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Resources	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Road Maintenance (No. of miles)	7,325	9,300	9,300	13,000	+3,700
Corrective Road Maintenance (No. of Miles)	1,050	1,500	1,500	1,850	+350
Bridge Maintenance (No. completed)	52	55	55	75	+20

Distribution of Change by object class

The object class detail for the proposed increase of $7,675,000 and 22 FTE is as follows:

	FTE	Amount
Personnel compensation	22	$ 704,000
Personnel benefits		143,000
Travel transportation of persons		80,000
Transportation of things		530,000
Rent, communications, and utilities		250,000
Other services		3,700,000
Supplies and materials		1,768,000
Equipment		500,000
Total		$ 7,675,000

Justification of Program and Performance

Activity: Resource Protection and Maintenance
Subactivity: Hazardous Materials Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	12,332	12,160	12,311	17,945	+5,634
(FTE)	(67)	(67)	(66)	(100)	(+34)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	12,332	-172	12,160

This reduction pursuant to PL 99-177 will result in a deferral of certain technical support actions which are not associated with units of accomplishment in the workload table below. As a result of delays by EPA in identifying NPL sites, the BLM will defer technical support activities at NPL sites for Remedial Investigations/Feasibility Studies (RIFSs).

Authorization

42 U.S.C. 6901
P.L. 94-579

The *Resource Conservation and Recovery Act of 1976* authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity so that Federal agencies are subject to all State and local requirements developed under EPA's guidelines.

42 U.S.C. 9601
P.L. 96-510
P.L. 99-499

The *Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986,* provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.

43 U.S.C. 1701
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

33 U.S.C. 1251 P.L. 95-217	The *Clean Water Act of 1977*, as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of nonpoint source pollution.
42 U.S.C. 201 P.L. 95-190	The *Safe Drinking Water Act Amendments of 1977* require compliance with all Federal, State, and local statutes for safe drinking water.
42 U.S.C. 7401-7642 P.L. 95-95	The *Clean Air Act of 1977*, as amended, requires that BLM protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.
E.O. 12088 *43 F.R. 4770*	*Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978*, assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.
E.O. 12580 *52 F.R. 2923*	*Executive Order 12580, Superfund Implementation, January 23, 1987*, requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on Public Lands.

Objectives

The objectives of the hazardous materials management program are to assure:

- Protection of the health and safety of Public Land users, visitors, neighbors, employees, and other public/constituencies from hazardous materials on the Public Land.
- Compliance with applicable Federal and State hazardous materials and other laws and regulations.
- Minimization of future hazardous materials-related liabilities and costs.
- Protection of natural resources and the environment from hazardous materials on the Public Land.
- Coordination among Bureau programs that have roles or activities related to hazardous materials management on the Public Land.

Base program

The 1991 Base level for Hazardous Materials Management is $12,311,000 and 66 FTE.

Hazardous materials management integrates and coordinates a variety of activities to ensure the protection of public health, safety, and the environment from the effects of hazardous materials on Public Lands.

The hazardous materials management program is a 3-tiered approach consisting of: (1) inventory and site identification; (2) assessment of identified sites; and (3) development of studies and implementation of plans for site cleanup and restoration.

Inventory, Assessment and Studies

At the Base level, BLM can perform land status assessments on an estimated 178 sites. This is an increase of 11 land status assessments from the 1990 adjusted appropriation level. Increased public awareness and increased education and awareness of Bureau personnel are both contributing to the reporting and identification of sites requiring inventory. This inventory will include preparation of land status assessments (LSAs) to trace the history of ownership and to identify potentially responsible parties for hazardous materials sites on the Public Land. In addition to the 178 land status assessments, the BLM will complete 44 audits of R&PP landfills, for a total of 222 inventories at the 1991 base level.

Additionally, 69 sites (included as assessments in the workload table) will be investigated to: (1) determine through preliminary assessments (PAs) whether contamination is actually occurring on sites suspected of having contamination (estimated to be about 57 sites) and (2) examine more thoroughly by means of site investigations (SIs) sites known to be contaminated (estimated to be approximately 12 sites). It is projected that the costs of these two types of assessments will increase as a result of anticipated EPA changes in 1990 to the National Contingency Plan and the Hazard Ranking System. Estimates indicate that the cost for PAs will double and that the cost for SIs will triple compared to the 1989 level. The BLM anticipates funding of these increased costs within the base; however, other ongoing activities, including audits of operating R&PP landfills and assessments of closed R&PP landfills which were initiated in 1989 and 1990 respectively, cannot be fully funded within the Base.

In 1990, based on a Secretary Hodel's commitment to the House Committee on Government Operations, the Bureau began assessing closed R&PP landfills on the Public Land to determine if contamination exists. Initial estimates for these assessments were based on the use of existing methodology for sampling of hazardous materials. Careful review of existing methodologies has shown that they are not adequate for assessing this type of (closed) landfill. Sampling methods must be utilized which are cost effective and which will result in an acceptable level of certainty that there are no hazardous materials present which could be a threat to public health or safety now or in the future. In lieu of costly methodologies of reopening an entire closed landfill or sampling on a closely spaced grid to evaluate the possible occurrence of hazardous substances, contaminants, and pollutants in each and every cell of the landfill, the BLM is now working with the Bureau of Mines to develop a methodology for the work. Seven of the 69 sites where assessments will be performed in 1991 are closed R&PP landfills.

Also, as a result of SIs completed in 1990, the Bureau expects to begin 3 new expanded site investigations (ESIs) and will complete three of those ESIs initiated in 1990. These three ESIs, together with the 69 sites (including the 7 assessments of inactive landfills) discussed above, comprise the 72 assessments which the BLM plans to accomplish at the Base level in 1991.

In addition, the BLM will complete the remedial investigation/feasibility study/environmental impact statement for the Lee Acres Site in New Mexico. Decisions on remedial action and allocation of responsibility will be made in 1991. While the landfill has been closed to the public for several years, physical closure, including final contouring and land reclamation and revegetation is anticipated to be necessary in 1991.

For 5 sites where cleanup has taken place, the BLM will initiate a long-term monitoring program to ensure the continued effectiveness of the remedies.

Emergency Response/Removal and RCRA Actions

The number of emergency responses/removals is expected to increase to 55 actions in 1991. These emergency response/removal situations usually involve isolated occurrences such as illegal dumping of chemical wastes or abandoned cyanide and pesticide containers. The increase is due to the anticipated discovery of more hazardous materials incidents on the Public Land. BLM is discovering more illegal dumping due to the BLM's more visible presence on the Public Land together with increased hazardous materials awareness by BLM employees and the public.

Tracking of various waste disposal and emergency situations will result in approximately 46 separate reports being filed by the BLM in compliance with the Resource Conservation and Recovery Act (RCRA).

TESTING FOR PCBs

BLM contractors test for PCBs at a mine site in Alaska.

Program Evaluation and Management

An interagency agreement between the Bureau and the National Academy of Engineers requires the Academy to complete its evaluation of the BLM's hazardous materials program and issue its report by March 30, 1990. It is anticipated that the recommendations in the report will be evaluated in the latter part of 1990 and implementation initiated beginning in 1991.

In addition, the BLM will continue to develop and implement policies and procedures needed to reduce future hazardous activities on the Public Lands, to reduce costs and liabilities, to provide programmatic and safety training to BLM employees, and to ensure compliance with statutory and regulatory requirements. As part of this compliance effort, the Bureau will conduct an alternative internal control review (AICR) to ensure that its hazardous materials site contracts are being managed effectively.

The BLM will also continue its use of a support contractor to provide technical assistance to the BLM as it carries out its complex legal and technical responsibilities. In addition, the BLM will continue to expand its employee training for those involved in implementing the hazardous materials management program.

Atlas Asbestos Mine Site

The Atlas Asbestos Mine, 25 miles from Coalinga, California, is an EPA-designated National Priority List (NPL) Site, i.e., a Superfund site. The site covers 400 to 500 acres, much of which is Public Land managed by the BLM. The EPA believes that the site may be a potential source of air and water contaminants and that the site may be a potential threat to the public entering the site. Because of these factors, the EPA is currently completing an RI/FS which includes alternatives for site cleanup. Also, the BLM is continuing action to control access to that portion of the site that is on the Public Land.

EPA has completed a preliminary draft of the RI/FS. EPA has indicated that the Record of Decision describing the remedy is expected to be completed in 1990. However, at this time the remedy is uncertain. The BLM is aware, however, that, once the EPA selects a remedy, BLM will have 90 days to allocate liability along with the other responsible parties and that it will be required to participate in remediation to the extent of the allocation. As a result the BLM may be required to take some action as early as 1991.

Neither the remedial actions required nor the total costs associated with the project are known at this time. Although there will be no formal allocation of liability with those that placed the wastes on Public Land until the required remedial actions are known, we have identified $300,000 in the Base funding level for such a contingency.

Increase to the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	12,311	17,945	+5,634
(FTE)	(66)	(100)	(+34)

The 1991 Budget for the Department of the Interior proposes a major *Maintaining Infrastructure - Legacy 99* initiative which synchronizes with the President's *America the Beautiful* program. To celebrate the 150th anniversary of the Department of the Interior, and to leave a legacy to the Nation as it enters the 21st Century, Secretary Manuel Lujan is proposing to begin a stepped up program to repair and rehabilitate the Public Land and facilities of the Department, as part of his *Stewardship* agenda. The *Maintaining Infrastructure - Legacy 99* Initiative will begin an effort to substantially reduce the backlog of rehabilitation projects, including the cleanup of hazardous waste materials in order to improve the condition of facilities and Public Land by 1999.

The 1991 Estimate includes an increase of $5,634,000 and 34 FTE over Base for the following:

Initiating Additional RI/FSs (+$3,382,000; +6 FTE)

This increase is requested to initiate two RI/FSs on sites found to be contaminated. Investigations to be completed in 1990 on suspected contaminated sites are expected to result in the need for two RI/FSs, in addition to the RI/FS for Lee Acres, which is covered by base funding. RI/FSs of contaminated sites are required by CERCLA, as amended, to determine the nature and extent of the threat to public health and safety and to evaluate alternatives for the selection of a permanent remedy (i.e., long-term cleanup). While the exact two sites are not specifically known at this time, it is likely that the sites requiring the RI/FSs will be landfills previously operated by local jurisdictions under leases from the BLM but now closed to operation. These sites have been studied and a determination that hazardous materials are present and that further action leading to site cleanup is required. Because of the costly nature of RI/FS/EISs, the BLM will initiate the studies using 1991 funding and will fund subsequent years work from appropriations current at the time just as was done for the Lee Acres Site.

Completion of R&PP Landfill Audits (+$482,000; +7 FTE)

At the end of 1989, the BLM issued a contract to conduct one-time compliance audits of operating Recreation and Public Purposes Act (R&PP) landfills that are located on Public Land but are operated by local jurisdictions. These audits are the result of the Secretary Hodel's commitment to the House Government Operations Committee to conduct such audits. The purpose of these audits is to collect the data necessary for the BLM to determine the degree to which each landfill complies with Federal and State regulations promulgated under Subtitle D of the Resource Conservation and Recovery Act (RCRA). Since undertaking the responsibility for completion of these audits, BLM has encountered greater costs than originally estimated, and has found the required work to be of a greater complexity than anticipated. In addition, it is now necessary, under the landfill audit contract, to evaluate the ability of operating landfills to comply with pending changes in the regulations pursuant to Subtitle D of RCRA. This information was not available at the time the initial cost projections were made.

These factors contribute to the need for an increase in funding in order to complete the remaining 54 audits in the auditing program. The audit reports will identify those landfills that fail to comply with existing requirements and those that may have difficulty complying with pending EPA regulations. After the contractor has completed the initial audits, the BLM will, on a regular basis, assume the auditing role for the operating landfills.

Assessment of Inactive R&PP Landfills for Potential Contamination (+$1,316,000; +9 FTE)

Original cost estimates for completion of inactive (closed) R&PP Landfill Assessments have proven too low to ensure sufficient sampling of a site to protect public health and safety in the short and long term. Refer to the detailed discussion contained in the description of the Base funding level. A methodology to provide cost effective evaluation is being developed jointly by the BLM and the Bureau of Mines in 1990 and sampling of the landfills will be initiated in 1990. Additional funding is requested so the BLM can complete assessment of an additional 44 inactive R&PP landfills in 1991.

Program Administration Costs (+$454,000; 12 FTE)

The BLM anticipates that the National Academy of Engineers (NAE) will recommend an increase in personnel staffing in order for the Bureau to more fully carry out its complex and increasing management responsibilities under this program. Final recommendations from the NAE will not be forthcoming until March 30, 1990 when their report will be submitted to the Bureau. To meet evolving requirements and changes in this program area Governmentwide, the BLM needs to develop additional policies, procedures, and guidelines for management of waste on the Public Land. In addition, the BLM anticipates voluntary compliance with the provisions of the "Emergency Planning and Community Right To Know Act" (42 U.S.C. 1101) affecting more than 250 BLM facilities, and with revised provisions of RCRA for continued efforts at waste minimization and cooperation with State and local emergency planning committees.

Hazardous Materials Program Accomplishments

The planned workload accomplishments for 1989, 1990 and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Inventory 1/ (# sites)	150	211	222	276	+54
Assessment 2/ (# sites)	124	111	72	116	+44
Removal Actions (# sites)	30	30	55	55	---
RI/FSs (# sites)	1	1	1	3	+2
Remedial Actions (# actions)	---	1	---	---	---
Monitoring (# sites)	---	---	5	5	---
RCRA Compliance (# reports /manifests)	17	19	46	46	---

1/ Includes land status assessments; the 1991 Base level includes 44 landfill audits; the remainder required to complete the auditing program are included in the Estimate level.

2/ Includes landfill assessments beginning in 1990.

Distribution of Change by Object Class

The object class detail for the increase of $5,634,000 and 34 FTE is as follows:

	FTE	Amount
Personnel Compensation	34	$1,088,000
Personnel Benefits		221,000
Travel and Transportation of Persons		60,000
Other services		4,125,000
Supplies and Materials		90,000
Equipment		50,000
Total		$5,634,000

Activity Summary

Activity: Emergency Operations

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Presuppression	2,876	---	---	---	---	---
Firefighting and Rehabilitation	100,180 1/	--- 2/	---	---	---	---
Emergency Damage Repair	---	---	---	---	---	---
Grasshopper and Morman Cricket Control	---3/	---3/	---	---	---3/	---
Total	102,056	---	---	---	---	---

1/ All appropriations provided in 1989 were transferred to other accounts early in the fiscal year to repay funds borrowed to cover 1988 fire season costs and emergency repair of cahuilla ranger stations.

2/ Starting in 1990 all firefighting funding has been consolidated in a new BLM "Firefighting" account which is justified separately.

3/ Any activity is covered by use of the unobligated balances from a $5 million no-year appropriation made in 1987.

Justification of Program and Performance

Activity: Emergency Operations
Subactivity: Emergency Damage Repair

(Dollars in thousands)

	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	---	---	---	---	---
FTE	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	---	---	---

There is no reduction pursuant to PL 99-177.

Authorizations

P.L. 101-121 Section 101,102

The *General Provisions of the 1990 Appropriations Act* of the Department of the Interior and Related Agencies provides for the expenditure or transfer of funds for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm or other unavoidable cause.

Objectives

- Provide immediate response in the form of personnel, equipment or supplies for emergency repair or replacement of Government property destroyed or damaged by catastrophic acts of nature such as floods, storms, fires and other unavoidable cause.

1991 Program

In response to an emergency damage situation to BLM owned or managed property, BLM personnel assess the extent of the damage or loss, document the nature of immediate repair work or replacement needed, and determine what additional actions may be necessary to prevent further damage, loss or destruction and to protect resource values and minimize distruption of public service. Emergency damage repair work may be authorized by the Secretary to be completed with emergency funds by BLM personnel or by contractors under the supervision of qualified Bureau employees.

Because emergency situations are not predictable from year to year, funds to perform emergency damage repair work are transferred from other no-year accounts such as the BLM "Construction and Access" Appropriation under the authority of Section 101 or 102 of the annual Department of Interior and Related Agencies Appropriation Act, and must be replenished by supplemental appropriation. Recent examples of emergency repair include reconstruction of the storm damaged Loon Lake Campground near Coos Bay, Oregon in 1989 and rebuilding the arson levelled Cahuilla Ranger Station in the California Desert Conservation Area in 1988.

Funds are also transferred to this subactivity from the Alaska Oil Spill Liability Fund to cover applicable BLM costs incurred in assisting in the clean up of the oil spill in Prince William Sound.

Justification of Program and Performance

Activity: Emergency Operations
Subactivity: Grasshopper and Mormon Cricket Control

(Dollars in thousands)

	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	---	---	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	---	---	---

There is no reduction pursuant to PL 99-177.

Authorizations

7 U.S.C. 148f P.L. 99-198	The *Food Security Act of 1985 (Section 1773)* provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon Cricket and Grasshopper Control on lands under the jurisdiction of the Department of the Interior.

Objectives

- Conduct inspections of suspected or known outbreaks of Mormon cricket or grasshoppers on the Public Land in cooperation with the Animal Plant Health Inspection Service (APHIS); and
- Maintain a cooperative program with APHIS for Mormon Cricket and Grasshopper Control on Public Lands.

1991 program

The BLM cooperates with APHIS to assist with inspections of the Public Land where potential outbreaks of pests may occur as well as developing and implementing control plans.

When outbreaks occur, APHIS conducts control operations and is subject to reimbursement for expenses on Public Lands when such expenses exceed funding available to APHIS for such control work.

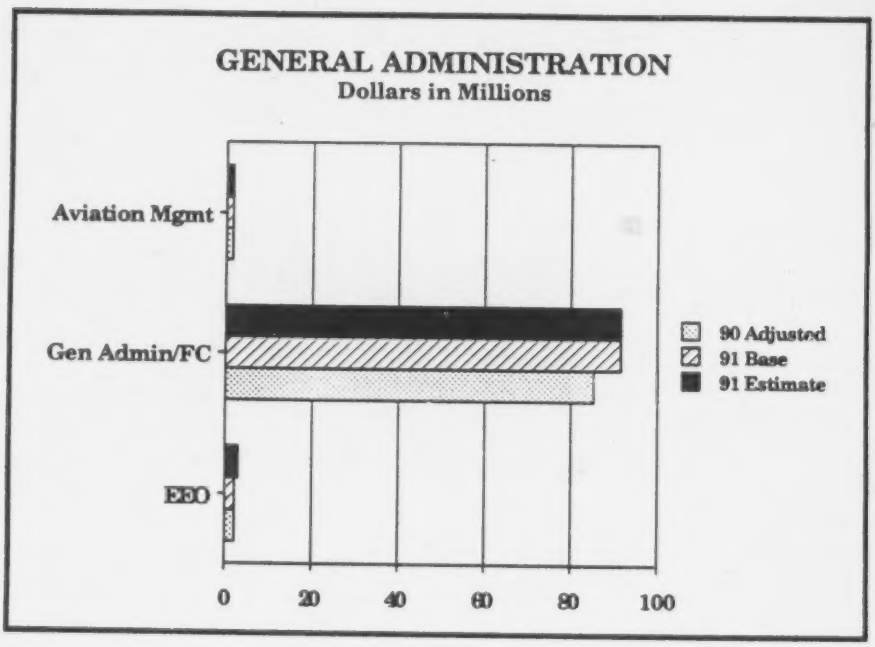
In 1987, a no-year appropriation of $5,000,000 was provided to the BLM specifically for Mormon Cricket and Grasshopper Control. Sufficient unobligated balances remain available for transfers to APHIS or for use by the BLM to assist APHIS. This reduces the likelihood of needing additional funding in this program or having to barrow from other no-year appropriations in 1990 or 1991 if control work is required. If severe outbreaks would occur, the provisions of the Food Security Act would be implemented, and supplemental funding would be requested to replenish funds borrowed from other accounts.

Activity Summary

Activity: General Administration

(dollars in thousands)

Subactivity	1989 Actual B.A.	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
	87,649	90,033	88,776	95,053	95,751	+698



Justification of Program and Performance

Activity: General Administration
Subactivity: General Administration

(dollars in thousands)

Program Elements		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Equal Employment Opportunity	$	2,206	2,175	2,216	2,814	+598
	(FTE)	(48)	(48)	(48)	(52)	(+4)
General Administrative Support	$	37,527	37,003	39,054	39,054	---
	(FTE)	(1,069)	(1,069)	(1,065)	(1,065)	(---)
Bureauwide Fixed Costs	$	48,900	48,218	52,389	52,489	+100
	(FTE)	(---)	(---)	(---)	(---)	(---)
Aviation Management	$	1,400	1,380	1,394	1,394	---
	(FTE)	(20)	(20)	(20)	(20)	(---)
Total Requirements		90,033	88,776	95,053	95,751	+698
		(1,137)	(1,137)	(1,133)	(1,137)	(+4)

Impact of Public Law 99-177

1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
90,033	-1,257	88,776

This reduction will be accomplished by deferring hiring for some vacant positions and positions which become vacant during 1990; travel will be more restricted; and purchases of some supplies, materials, and equipment will be deferred. Also, in Bureauwide Fixed Costs some pending requests for leased space changes will be deferred; the number of permanent change of duty station moves will be reduced, and reductions will be sought in the usage of certain commercial telephone service and equipment.

Authorization

42 U.S.C. 2000	The *Civil Rights Act of 1964*, as amended, requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

43 U.S.C. 1731
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, section 301, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by section 403 of Reorganization Plan No. 3 of 1946.

5 U.S.C. 1701

The *Civil Service Reform Act of 1978* requires each Executive agency to conduct a continuing program to eliminate the underrepresentation of minorities and women in professional, administrative, technical, clerical, other and blue collar employment categories within the Federal service.

E.O. 11478
34 F.R.12985

Executive Order 11478 of August 8, 1969 requires establishment and maintenance of affirmative program of equal employment opportunity for all employees and applicants for employment.

Objective

The objective of the general administration activity is to provide general administrative support to all BLM programs and organizational levels in order to function effectively, and to provide that support at the lowest possible cost.

These services include an equal employment opportunity program, executive and managerial direction, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, aviation management, and funding for a variety of Bureauwide fixed costs.

Funding Sources

Funding for BLM's general administration expenses is provided from two sources: (1) the direct appropriation as described in this activity, and (2) credits from indefinite appropriation accounts and reimbursements. In 1991, the total estimated funding from all sources is as follows:

(dollars in thousands)

Source	1989 Actual	1990 Adjusted	1991 Estimate
General Administration, MLR	$87,649	$88,776	$95,751
MLR-Reimbursements	783	840	850
Range Improvements appropriation	600	593	600
Payments in Lieu of Taxes appropriation	150	150	150
Service Charges, Deposits, & Forfeitures appropriation	847	626	626
Road Maintenance-Permanent appropriation	326	250	225
Trust Funds	616	70	70
Total Available	$90,971	$91,305	$98,272

EQUAL EMPLOYMENT OPPORTUNITY

1991 Base

The 1991 Base level is $2,216,000 and 48 FTE.

The Equal Employment Opportunity program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, the Civil Rights Restoration Act of 1987, Departmental directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices. The program provides for the processing of allegations of discrimination, the development of the Affirmative Employment Program (AEP), coordination of the Federal Equal Opportunity Recruitment Program (FEORP), and administration of other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Black Employment Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing the Cooperative Education Program and other linkages with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO-related training based on need-specific requirements.

The program provides initiative in the planning and implementation of procedures to extend nationwide oversight of Federally-assisted programs, specifically as they involve handicap discrimination under Section 504, age discrimination, and conveyances of land under Title VI.

The Headquarters Equal Employment Opportunity (EEO) Office is responsible for the development, implementation, and evaluation of the BLM's EEO program. Field level EEO Officers in the State Offices and other units perform corresponding functions within their areas of responsibility.

In Title VII work, the program emphasizes professional conflict management capabilities to promote cost-effectiveness in the management and adjudication of civil rights issues by reducing the extreme expenses often associated with litigation of these matters.

Historically Black Colleges and University Program

Pursuant to Executive Order 12677, BLM administers an Historically Black Colleges and Universities (HBCU) Initiative as a key component of civil rights compliance responsibilities of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Departmental Office of Historically Black Colleges and Universities Program, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be emphasized in 1991. Current Bureau program activities include the employment of cooperative education students from various HBCUs, the assignment of Bureau professionals to HBCUs under the Intergovernmental Personnel Act (IPA), recruitment and outreach efforts directed to various HBCUs and the development and subsequent instruction by Bureau professionals in two 3-semester hour courses, as part of the new Natural Resources curriculum at Wayne County Community College, Detroit, Michigan.

26-624 O—90——8

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	2,216	2,814	+598
(FTE)	(48)	(52)	(+4)

The 1991 Estimate is an increase of $598,000 and 4 FTE. The total increase includes two components, as follows:

Resource Apprenticeship Program for Students

An increase of $500,000 and 3 FTE is for BLM's Resource Apprenticeship Program for Students (RAPS) to support the Secretary's Excellence in Education effort. The purpose of the 1991 increase is to supplement the ongoing RAPS effort in Alaska and to expand the program to additional BLM States. The RAPS program in Alaska has been a highly successful initiative that provides selected Alaska Native high school students with an opportunity to learn, through first-hand experience, about the management of natural and cultural resources on Alaska Public Land. RAPS exposes Native students and disadvantaged youth to professional job opportunities in the natural resource fields, as well as on the ground training in various aspects of natural resources management. The program provides an opportunity for disadvantaged youth to develop the educational skills to manage their own resources, could eventually result in employment with Federal and State agencies, and meets the educational objectives of a growing society. At the same time, RAPS provides an alternative for disadvantaged youth to break the cycle of poverty, poor post-high school educational opportunities, and other associated social obstacles facing rural populations.

The 1991 initiative will expand RAPS to other BLM States. The BLM has found that the highly successful Alaska program also could be applied to other states to provide disadvantaged youth the opportunity to overcome barriers and become productive members of society, with emphasis on natural resources management careers. The additional funding would be used to develop cooperative agreements with other agencies (e.g. BIA and FWS). In addition, funding is necessary to off-set the increased costs associated with the transportation, training, etc. of the students while participating in the Resource Apprenticeship program. Because the program works closely with high school age youth, close supervision and management is essential in the early stages of program expansion.

Historically Black Colleges and Universities Program

An increase of $98,000 and 1 FTE is needed to expand current BLM Historically Black Colleges and Universities (HBCU) Program efforts, especially in response to the initiative announced in 1989 by the Secretary, to convene a National Science and Technology Forum for HBCU students and to expand a multi-year commitment to funding HBCU efforts. The funding would be used to increase BLM support of various HBCU activities, including Intergovernmental Personnel Act Assignments to provide instructions and curriculum program development for natural resources classes at participating HBCU's.

Equal Employment Opportunity Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) From Base
Informal complaints	390	400	400	400	---
Formal complaints	30	40	40	40	---
Complaints resolved/adjusted	14	32	35	35	---
Investigations	25	25	30	30	---

Distribution of change by object class

The object class detail for the proposed increase of $598,000 and 4 FTE is as follows:

	FTE	AMOUNT
Personnel compensation	4	$128,000
Personnel benefits		26,000
Travel and transportation of persons		50,000
Transportation of things		5,000
Rents, communications, and utilities		15,000
Other services		362,000
Supplies and materials		12,000
Total		$598,000

GENERAL ADMINISTRATIVE SUPPORT

1991 program

The general administrative support program provides executive and managerial direction, and basic administrative support services to sustain ongoing operations for all BLM programs.

Headquarters office and field office administrative staffs provide services such as budget development and execution, procurement and property management, safety programs, financial management, personnel management, program evaluation, and management analysis, and records and directives management. Other headquarters staffs support the directorate and field level executives on matters involving external relations, public affairs and information, congressional liaison, legislation and regulatory management.

(dollars in thousands)

Program Element		1990 Adjusted Approp.	1991 Base	1991 Estimate
Executive and Managerial Direction	$	5,566	5,676	5,676
	(FTE)	(97)	(97)	(97)
Budget Development and Execution	$	2,851	2,915	2,915
	(FTE)	(78)	(78)	(78)
Procurement and Property Management	$	13,382	13,686	13,686
	(FTE)	(419)	(417)	(417)
Personnel and Organizational Management	$	6,715	6,866	6,866
	(FTE)	(201)	(200)	(200)
Financial Management	$	3,342	4,633	4,633
	(FTE)	(91)	(91)	(91)
Records and Directives Systems Management	$	3,584	3,679	3,679
	(FTE)	(140)	(139)	(139)
External Affairs and Information	$	1,563	1,599	1,599
	(FTE)	(43)	(43)	(43)
TOTAL-General Administrative Support	$	37,003	39,054	39,054
	(FTE)	(1,069)	(1,065)	(1,065)

BLM's executive and managerial direction personnel consist of the Director, Deputy Director, Special Assistants to the Director, and the Assistant Director and Deputy Assistant Director for Management Services in the headquarters office; State Directors and Associate State Directors, the Service Center Director and their immediate office secretaries. It also includes District Managers and Associate District Managers when they provide general managerial direction in the BLM's district offices.

The headquarters directorate develops general and specific managerial and administrative policy for the Bureau, and provides executive direction to the field organization consisting of 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The State directorate implements national policy by providing procedural and program guidance and ensuring consistent application and implementation of BLM policy and procedures through executive

direction over field operations. The Service Center provides specified technical and administrative support to Headquarters, State and District Office operational programs.

The budget staffs are responsible for accomplishing BLM's budget formulation and execution work which involve all of BLM's appropriations and other funding authorities. The headquarters budget division develops and presents the BLM Budget Estimates to the Department and OMB, and prepares Budget Justifications for submission to Congress. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating budget, and program year budget plans for out-year budget development. It also performs or directs all budget execution work including the development of apportionments, allotments, and allocations for fund control, and analyzes fund utilization and progress. It prepares any supplemental appropriation requests or reprogramming requests needed as a result of changing conditions.

In the field, budget analysts are located in each BLM state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units. The funds identified above include only the costs of the budget and programming work performed on a Bureauwide, Statewide or officewide basis. All BLM organizational units and levels have some role to perform in BLM's budgeting and programming efforts. Budgetary and program development work required in direct support of individual programs is funded by the benefiting activity or subactivity.

The procurement and property management staffs plan and direct the BLM's procurement, space management, and property management efforts to ensure responsiveness to program needs and coordination with other BLM programs.

The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management; receiving, storing and issuing property; project materials and supplies; and space management required to support the organization's functions.

Procurement and contracting organizations within BLM awarded over 39,000 contracts and purchase orders for about $114 million worth of goods and services in 1989. This includes over 1,367 actions worth more than $54 million in contracts for supplies services, studies, and construction work. It also includes over 38,000 small purchase actions (under $25,000 each), with a total value of $58 million. In addition, BLM completed a test using bankcards for small purchases. The program is now being operated permanently under GSA authority. Field employees completed over 11,000 transactions worth nearly $2 million using over 800 bankcards. This technique reduces paperwork, permits over-the-counter transactions, and guarantees the vendor fast payment.

The personnel and organizational management staffs develop policies and guidelines for Bureauwide personnel management activities and provide support to managers in organizational and management analysis, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the BLM workforce of about 10,000 employees.

The BLM headquarters and field servicing personnel offices carry out the operational aspects of personnel management, including staffing and organizational analysis, classification review of BLM positions, processing about 35,000 personnel actions, and issuance of 1,000 vacancy announcements annually involving the process of selecting, appointing, reassigning, promoting and releasing employees. Personnel offices also determine training needs and advise supervisors on training opportunities, developing individual

training plans for employees as part of the performance evaluation process, and conduct a wide range of technical, administrative, and developmental training courses. Additionally, they develop and manage a program to ensure that employees receive proper orientation and training needed to perform assigned duties at an acceptable level of performance, process 1,000 employee performance and incentive awards annually, provide information on employee benefits and retirement procedures, process transfers, and handle approximately 200 employee grievances and formal complaints.

The finance staffs implement accounting and financial management requirements. The finance office located at the BLM Service Center processes financial documents initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for receipts. In 1990 the BLM will complete its development of the Department's Federal Financial System (FFS) to meet BLM's financial management requirements. This effort will include testing of FFS and limited parallel operation with BLM's existing Financial Management System. Starting in 1991, finance staffs will operate FFS for its first full year of production within BLM.

Finance personnel process approximately 158,000 payments and 165,000 billing, collection, and other miscellaneous accounting documents each year.

The records, paperwork and directives management staffs at all organizational levels maintain the official files, central records, and directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's record holdings encompass 110,747 cubic feet of records.

The external affairs staffs at headquarters and field offices are responsible for carrying out the public affairs and information program of the BLM, including developing and recommending public affairs actions to managers, ensuring adequate public notification on Bureau policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the Public Land.

Public affairs specialists are also responsible for timely and accurate dissemination of information to national and State news media and serve as a conduit for information from BLM management to media, special interest groups, and the general public. Advice is provided to both headquarters and field personnel on public affairs related issues. Direct informational and public participation efforts by public affairs specialists in support of individual program requirements are funded by the benefiting activity or subactivity.

Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and congressional liaison work.

BUREAUWIDE FIXED COSTS

Bureauwide Fixed Costs includes funding for those essential Bureau support costs which are necessary for all programs to function and, which by the nature of their identification and billing arrangements, it is more effective and efficient to budget and pay on a central bureauwide basis. These items include space rental payments to GSA and to private lessors, FTS and a major portion of BLM's general purpose commercial telephone services, permanent change of duty station costs for certain employees, mail and postal service, unemployment and injured employee compensation payments to Department of Labor, and payments to the Department for services provided through the Departmental Working Capital Fund.

(dollars in thousands)

Program Element	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Space Rental	(27,126)	(30,036)	(30,036)	(---)
GSA Rental Space	16,612	17,476	17,476	---
Space Controlled by BLM	10,514	12,560	12,560	---
General Purpose Wire Communications	(10,175)	(10,319)	(10,319)	(---)
FTS	4,758	4,825	4,825	---
Commercial Telephone	5,141	5,214	5,214	---
Facsimile Equipment	276	280	280	---
Permanent Change of Duty Station	2,479	2,514	2,514	---
Mail and Postal Service	2,169	2,000	2,000	---
Injured Employee Compensation	3,334	4,435	4,435	---
Unemployment Compensation	2,081	2,110	2,110	---
Departmental Services	854	975	1,075	+100
Total, Bureauwide fixed costs	48,218	52,389	52,489	+100

Space Rental - The 1991 Estimate is $30,036,000, which includes the following:

GSA Rental Space - $17,476,000 is the estimate of GSA's Rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM. The estimate includes the BLM's share of the cost of Departmentally controlled space in the Main Interior Building.

Space Controlled by BLM - $12,560,000 is the estimate of rent costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

General Purpose Wire Communications - The 1991 Estimate is a total of $10,319,000.

The FTS estimate of $4,825,000 for intercity service, the same as in 199C, is based on time minute usage. The new FTS 2000 system will be phased in at BLM during 1990. Because of the uncertainties related to the costs of new FTS 2000 service, including data communication transmission that are not now on FTS, the Department's position is that the Bureau should budget for the same FTS costs in 1991 that were estimated by the Department for 1990, until a firm basis for a supportable new estimate is established. Potential FTS 2000 savings could well be offset by the costs of new services and conversion costs in excess of those that GSA will absorb. Estimates are provided by GSA and the Department for BLM.

The general purpose commercial telephone cost estimate to be paid by this activity is $5,214,000 for local basic telephone service.

Some telephone system costs, especially those primarily related to single function work such as firefighting and other programs, are paid by the benefiting program subactivities. The amount of $280,000 is provided for use of facsimile equipment transmission line costs.

Permanent Change of Duty Station Costs - The 1991 Estimate is $2,514,000.

This element provides funding to pay for a portion of the Bureauwide permanent change of duty station moves in the BLM which are related to interstate moves of employees at GS/GM-13 level and above. Because of the rapid rise in interstate PCS move cost, particularly real estate reimbursement, portions of these costs are also charged to other program subactivities on a pro-rate basis. The primary reasons for such moves is for managerial and general program effectiveness purposes. The cost of PCS moves for other employees is charged to the benefiting program subactivity or subactivities since those moves are primarily related to program accomplishment purposes.

Mail and Postal Services - The 1991 Estimate is $2,000,000.

The U.S. Postal Service (USPS) assesses the BLM for mail and postal services. The 1991 Estimate assumes no postal rate increases during 1991 and no change in the Bureau's volume of mail from the 1990 level.

Injured Employee Compensation - The 1991 Estimate is $4,435,000.

The Department of Labor (DOL) annually assesses the Bureau of Land Management for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund. The estimate for 1991 was provided by the Department.

Unemployment Compensation - The 1991 Estimate is $2,110,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by the various Federal agencies. The Department of Labor issues bills to the Interior Department which are subsequently re-allocated to the bureaus for payment of amounts to reimburse the Unemployment Trust Fund.

Departmental Services - The 1991 Base is $975,000; the 1991 Estimate is $1,075,000, for an increase of $100,000.

This estimate represents the BLM's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services. It also includes BLM's share of funding to support the Interior Complex Telecommunications Improvement program.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	52,389	52,489	+100
(FTE)	(---)	(---)	(---)

An increase of 100,000 is needed to provide funding required to support the Department's Take Pride in America initiative.

"Take Pride in America" is a national public awareness campaign designed to encourage wise use of the lands and resources shared by all Americans. Many Federal, State, local and private sector organizations are involved in this program. The focus of the campaign is at the grassroots level. The campaign is not intended to be a vast Federal program, but rather to provide a unifying theme for thousands of local and individual activities. Through national public service announcements, public-private partnerships, a national awards program and other activities, the campaign seeks to provide a boost for stewardship action and awareness efforts.

Distribution of change by object class

The object class detail for the proposed increase of $100,000 is as follows:

	FTE	Amount
Other Services		100,000

AVIATION MANAGEMENT

1991 program

The BLM aviation management program develops policy and procedures which facilitate the operation and use of a wide variety of aircraft in accomplishing the BLM mission. Because the majority of the BLM aircraft use is in the low-level environment, stricter management controls, higher pilot qualifications, and greater attention to aircraft maintenance details is essential.

Aircraft are used extensively in multiple-use management of the Public Land. Half of the annual aircraft use in BLM is related to the multiple-use management of the Public Land. The other half is integral to the detection and suppression of wildland fires.

Range managers use aircraft to conduct compliance investigation and perform allotment monitoring. Recreation, wilderness and cultural resources managers utilize aircraft to monitor and identify unauthorized and illegal activities. Wildlife management uses aircraft to accomplish animal census, conduct habitat management, and complete habitat inventory and monitoring. Riparian management uses aerial reconnaissance to analyze changes in topographic and vegetative conditions on the ground and determine if management objectives are being met. Resource protection, public health and safety, and mining law administration programs require compliance inspections and enforcement particularly to control and reduce illegal activities on the Public Land. Aircraft are the most effective way to accomplish this required monitoring, detection, and inspection on the vast areas of the Public Land. In 1991 the BLM will fly approximately 35,000 hours in performing its multilple-use management mission.

The BLM's highest priority in aviation management is aircraft safety and accident prevention. This involves safety surveys, issuance of timely safety alerts, operational and safety training, interagency information sharing, and the investigation, analysis and reporting of all aircraft incidents and accidents. Field office quality control is emphasized to ensure safety and commitment to overall program goals. Standardization and simplification of interagency regulations, policies and procedures will be advanced. Evaluations are conducted on a regular basis to insure adherence to the policies in the operations of the BLM aviation program.

BLM aviation managers provide the expertise to ensure that field aviation operations are planned and conducted safely and cost-effectively. Within the parameters of Departmental and BLM regulatory quidelines, BLM field aviation managers develop air operations plans to insure efficient and safe aircraft use in support of field operations. They also ensure aviation policies are adhered to and safety training for all field personnel who plan, use, control, supervise, or evaluate aviation resources is accomplished. The headquarters office provides policy development, program standardization, program evaluation, safety standards, and performs interagency coordination.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Management of Lands and Resources

		1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
		FTE	Amount	FTE	Amount	FTE	Amount
Object Class							
11.	Personnel compensation:						
11.1	Permanent positions	6373	214158	6230	214714	-143	556
11.3	Positions other than permanent	1179	14497	1186	14556	7	59
11.5	Other personnel compensation 1/	(100)	4742	(100)	4900	---	158
11.8	Special personal services payments		227		300	0	73
	Total personnel compensation	7552	233622	7416	234470	-136	848
	Other Objects						
12.1	Personnel benefits		53225		53251		26
13.0	Benefits to former employees		2000		2000		0
21.1	Travel and transportation of persons		15849		15800		-49
22.0	Transportation of things		10370		10800		430
23.1	Standard level user charges		17476		17476		0
23.2	Rental payments to others		11000		11000		0
23.3	Communications, utilities, and miscellaneous charges		13478		13200		-278
24.0	Printing and reproduction		2600		2650		50
25.0	Other services		60322		69767		9445
26.0	Supplies and materials		14795		15000		205
31.0	Equipment		13475		13500		25
32.0	Lands and structures		500		500		0
42.0	Insurance claims and indemnities		50		50		0
	Total Requirements		448762		459464		10702

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
SUMMARY OF BUDGET AUTHORITY AND OUTLAYS
(in thousands of dollars)

	FY 1989	FY 1990	FY 1991
Enacted/requested:			
Budget authority	524,395	435,914	459,464
Outlays	564,802	439,854	443,739
Proposed for later transmittal under proposed legislation:			
Budget authority	0	0	(36,619)
Outlays	0	0	(31,865)
Total:			
Budget authority	524,395	435,914	422,845
Outlays	564,802	439,854	411,874

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302		89 actual	90 estimate	91 estimate
Program by activities:				
Direct program:				
00.01	Energy and minerals management..	74,294	70,440	60,763
00.02	Lands and realty management.....	36,725	36,067	37,259
00.03	Renewable resources management..	115,696	121,175	128,451
00.04	Resource management planning....	9,283	8,872	9,327
00.05	Information and resource data management.....	37,232	49,239	47,290
00.06	Resource protection and maintenance.....	68,580	67,160	80,623
00.07	Emergency Operations.....	121,472	105	0
00.08	General administration.....	87,635	88,776	95,751
00.91	Total direct program.....	550,917	441,834	459,464
01.01	Reimbursable program.....	11,723	19,636	34,100
10.00	Total obligation.....	562,640	461,470	493,564

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302		1989 actual	1990 estimate	1991 estimate
	Financing:			
	Offsetting collections from:			
11.00	Federal funds	(10,978)	(12,000)	(12,000)
14.00	Non-Federal sources	(1,972)	(6,500)	(22,100)
17.00	Recovery of prior year obligations	(2)	0	0
21.40	Unobligated balance available, start of year	(4,624)	(11,379)	(4,323)
22.40	Unobligated balance transferred, net	(32,372)	0	0
24.40	Unobligated balance available, end of year	11,379	4,323	4,323
25.00	Unobligated balance lapsing	324	0	0
39.00	Budget authority	524,395	435,914	459,464
	Budget authority:			
40.00	Appropriation.(general)	537,642	440,884	458,264
40.00	Appropriation.(special)	1,000	1,200	1,200
40.00	Appropriation..(Reduction pursuant to P.L. 99-177)	0	(6,170)	0
41.00	Transfer to other accounts	(100,180)	0	0
42.00	Transfer from other accounts	85,933	0	0
43.00	Appropriation (adjusted)	524,395	435,914	459,464
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	549,690	442,970	459,464
72.40	Obligated balance, start of year	74,731	53,509	56,625
74.40	Obligated balance, end of year	(53,509)	(56,625)	(72,350)
77.00	Adjustments in expired accounts	(6,107)	0	0
78.00	Adjustments in unexpired accounts	(2)	0	0
90.00	Outlays	564,802	439,854	443,739

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302		89 actual	90 estimate	91 estimate
Direct obligations:				
	Personnel compensation:			
11.1	Full-time permanent	217,885	211,605	214,714
11.3	Other than full-time permanent	23,191	14,324	14,556
11.5	Other personnel compensation	16,900	4,850	4,900
11.8	Special personal services payment	11,741	227	300
11.9	Total personnel compensation	269,717	231,006	234,470
12.1	Civilian personnel benefits	55,870	52,522	53,251
13.0	Benefits for former personnel	2,103	2,000	2,000
21.0	Travel and transportation of persons	17,741	16,500	15,800
22.0	Transportation of things	13,207	10,370	10,800
23.1	Rental payments to GSA	17,461	16,312	17,476
23.2	Rental payments to others	11,611	10,566	11,000
23.3	Communications, utilities, and miscellaneous charges	14,230	12,750	13,200
24.0	Printing and reproduction	2,566	2,600	2,650
25.0	Other services	98,282	57,158	69,767
26.0	Supplies and materials	32,967	15,500	15,000
31.0	Equipment	14,527	14,000	13,500
32.0	Land and structures	460	500	500
42.0	Insurance claims and indemnities	175	50	50
19.90	Subtotal, direct obligations	550,917	441,834	459,464

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code 14-1109-0-1-302		89 actual	90 estimate	91 estimate
	Reimbursable obligations:			
	Personnel compensation:			
11.1	Full-time permanent	3,630	4,802	13,700
11.3	Other than full-time permanent	890	325	876
11.5	Other personnel compensation	172	110	295
11.8	Special personal services payment	69	5	18
11.9	Total personnel compensation	4,761	5,242	14,889
12.1	Civilian personnel benefits	856	1,191	3,205
21.0	Travel and transportation of persons	805	1,000	1,600
22.0	Transportation of things	273	300	450
23.2	Rental payments to others	49	60	200
23.3	Communications, utilities, and miscellaneous charges	652	700	1,000
24.0	Printing and reproduction	12	50	100
25.0	Other services	862	5,243	4,956
26.0	Supplies and materials	3,044	3,750	4,500
31.0	Equipment	396	2,000	3,000
32.0	Land and structures	13	100	200
99.0	Subtotal, reimbursable obligations	11,723	19,636	34,100
99.9	Total obligations	562,640	461,470	493,564

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code 14-1109-0-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Direct:			
Total number of full-time permanent positions	7,087	6,393	6,230
Total compensable workyears:			
Full-time equivalent employment	8,402	7,579	7,416
Full-time equivalent of overtime and holiday hours	458	100	100
Average ES salary	73,387	76,121	78,804
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078
Reimbursable:			
Total number of full-time permanent positions	132	145	377
Total compensable workyears:			
Full-time equivalent employment	156	172	447
Full-time equivalent of overtime and holiday hours	5	5	10
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
(Proposed for later transmittal, proposed legislation)
Program and Financing (in thousands of dollars)

Identification code 14-1109-2-1-302	∞ 89	∞ 90	∞ 91
Program by Activities:			
10.00 Renewable Resources Management (Total obligations)	0	0	(36,619)
Financing:			
40.00 Budget authority (appropriation)	0	0	(36,619)
Relation of obligations to outlay:			
71.00 Obligations incurred, net	0	0	(36,619)
74.40 Obligated balance, end of year	0	0	4,754
90.00 Outlays	0	0	(31,865)

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
(Proposed for later transmittal, proposed legislation)
Object Classification (in thousands of dollars)

Identification code 14-1109-2-1-302		89 actual	90 estimate	91 estimate
	Obligations:			
	Personnel compensation:			
11.11	Full-time permanent	0	0	(20,007)
11.13	Other than full-time permanent	0	0	(1,354)
11.15	Other personnel compensation	0	0	(478)
11.19	Total personnel compensation	0	0	(21,839)
11.21	Civilian personnel benefits	0	0	(4,961)
12.10	Travel and transportation of persons	0	0	(1,395)
12.20	Transportation of things	0	0	(250)
12.32	Rental payments to others	0	0	(250)
12.33	Communications, utilities, and miscellaneous charges	0	0	(350)
12.40	Printing and reproduction	0	0	(50)
12.50	Other services	0	0	(6,874)
12.60	Supplies and materials	0	0	(400)
13.10	Equipment	0	0	(250)
99.99	Total obligations	0	0	(36,619)

Appropriation Summary Statement

Appropriation: Firefighting

This account for the management and operation of the Interior Department's wildland firefighting program was established in 1990 to provide funding for the Fire Management, Fire Presuppression, Firefighting, and Rehabilitation programs of the Bureau of Land Management, National Park Service, Fish and Wildlife Service, and Bureau of Indian Affairs. The financial aspects of this account are administered by BLM for the Departmentwide program. Funds from this account are made available by allocation from BLM to the other bureaus for their use in conducting operations according to the fire management plans and policies developed by these agencies.

Appropriations provided in advance to cover fire program costs provide a stable funding source for predictable fire operations (program management and presuppression) which have historically been initially underfunded in appropriations but which must take place regardless of the severity of any given fire season. A significant portion of fire suppression and rehabilitation costs, which are unpredictable by nature due to the varying degree of each fire season's severity, would also be covered. Section 102 authority, wherein the Secretary may transfer funds from other Departmental no-year accounts for the presuppression and suppression of wildfire on or threatening Federal lands and for the emergency rehabilitation of burned lands, remains available to cover those emergency costs that would exceed appropriated amounts in severe fire years. However, the amounts required to be transferred will be significantly less than under the prior funding mechanism and the adverse affect on other accounts from which funds are borrowed such as the Land and Water Conservation Fund and Construction appropriations should be significantly reduced.

Appropriation Language Sheet

Firefighting

[For necessary expenses for emergency rehabilitation, forest firefighting, fire program management and presuppression, and other emergency fire costs on Department of Interior lands, $311,500,000, to remain available until expended, of which $193,761,000 is available for the Bureau of Land Management, $16,250,000 is for the United States Fish and Wildlife Service, $34,464,000 is for the National Park Service, and $67,025,000 is for the Bureau of Indian Affairs: *Provided*, That such funds are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes.] *For necessary expenses for firefighting by the Department of the Interior, $165,585,000 to remain available until expended, of which $99,350,000 shall be for fire management and presuppression, and $66,235,000 shall be for emergency operations.* (Department of the Interior and Related Agencies Appropriations Act, 1990.)

(16 U.S.C. 1; 16 U.S.C. 594; 16 U.S.C. 668 dd - 668 ee; 42 U.S.C. 1856; 42 U.S.C. 5121; 43 U.S.C. 1601; 43 U.S.C. 1748; P.L. 101-121 Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Firefighting

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1. Deletion: "[For necessary expenses for emergency rehabilitation, forest firefighting, fire program management and presuppression, and other emergency fire costs on Department of Interior lands, $311,500,000, to remain available until expended, of which $193,761,000 is available for the Bureau of Land Management, $16,250,000 is for the United States Fish and Wildlife Service, $34,464,000 is for the National Park Service, and $67,025,000 is for the Bureau of Indian Affairs: *Provided*, That such funds are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes.]"

The language is deleted because the establishment of this new appropriation provides a stable funding source for the operation of the Department's firefighting programs, and should eliminate the need to rely on borrowing funds from other accounts for firefighting during a normal fire season, thereby, eliminating the need to make repayments of amounts borrowed. Additionally, the amounts to be provided to each Interior bureau for the program in 1991 are clearly detailed in the Budget Justifications and these amounts will be transferred to each bureau for program operations when this appropriation is provided. Therefore, it is not necessary to specify the amounts for each Bureau in the appropriations language itself.

2. Addition: *For necessary expenses for firefighting by the Department of the Interior, $165,585,000 to remain available until expended, of which $99,350,000 shall be for fire management and presuppression, and $66,235,000 shall be for emergency operations.*

The proposed language provides the necessary level of specificity for effective management of the amounts appropriated and adequately describes the purposes of the appropriation such as fire management and presuppression operations which occur at predictable levels regardless of the severity of the fire season (the discretionary portion); and for emergency operations to cover emergency suppression and rehabilitation costs incurred in a normal fire season (the mandatory portion). Section 102 authority remains available to provide funding if a severe fire season should occur, and emergency operations costs exceed the availability of this appropriation.

Appropriation Language Citations

Appropriation: Firefighting

[For necessary expenses for emergency rehabilitation, forest firefighting, fire program management and presuppression, and other emergency fire costs on Department of Interior lands, $311,500,000, to remain available until expended, of which $193,761,000 is available for the Bureau of Land Management, $16,250,000 is for the United States Fish and Wildlife Service, $34,464,000 is for the National Park Service, and $67,025,000 is for the Bureau of Indian Affairs: *Provided*, That such funds are to be available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes.] *For necessary expenses for firefighting by the Department of the Interior, $165,585,000 to remain available until expended, of which $99,350,000 shall be for fire management and presuppression, and $66,235,000 shall be for emergency operations.* (Department of the Interior and Related Agencies Appropriations Act, 1990.)

16 U.S.C.	1
16 U.S.C.	594
16 U.S.C.	668 dd - 668 ee
42 U.S.C.	1856
42 U.S.C.	5121
43 U.S.C.	1601
43 U.S.C.	1748

16 U.S.C. 1 provides basic authority for the Secretary of the Interior to provide for fire protection and suppression on National Park system lands.

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve from fire, disease, or the ravages of beetles or other insects, timber on the Public Land owned by the United States.

16 U.S.C. 668 dd-ee provides the basic authority for the Secretary of the Interior to provide fire management and suppression on National Wildlife Refuge System Lands.

42 U.S.C. 5121 provides the authority for Federal agencies to assist State or local governments during emergencies as directed by the President.

43 U.S.C. 1601 provides that Alaska Natives continue to receive wildfire protection for 20 years or until they become economically self-sufficient.

43 U.S.C. 1748 provides basic authority for the Secretary of the Interior to protect the Public Land and associated resources from destruction by fire.

Summary of Requirements

(Dollar in Thousands)

APPROPRIATION: FIREFIGHTING

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990			1884	311500
REDUCTION PURSUANT TO P.L. 99-177				-1812
ADJUSTED APPROPRIATION, 1990			1884	309688
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177		970		
ADJUSTMENT FOR IMPROVED ADMINISTRATIVE EFFICIENCIES	-6	-1402		
ADJUSTMENT FOR STAFFING EFFICIENCIES		-398		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE		920		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS		478		
ADJUSTMENT FOR ONE ADDITIONAL PAY DAY IN FY 1991		392		
ADJUSTMENT FOR REPAYMENT OF PRIOR YEAR TRANSFERS		-144158		
TOTAL ADJUSTMENTS TO BASE			-6	-143198
1991 BASE BUDGET			1878	166490
Program Changes (Changes to base budget, detailed below)			55	-905
TOTAL REQUIREMENTS (1991 estimate)			1933	165585

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amt	1990 Enacted FTE	1990 Enacted to Date Amount	PL99-177 Reduction Amount	1990 Adjusted Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp. FTE	Inc./Dec. from 1990 Approp. Amount	Inc./Dec. from 1990 Adj Approp Amount	Inc./Dec. from 1991 Base FTE	Inc./Dec. from 1991 Base Amount
FIRE MANAGEMENT	0	0	424	25868	-138	25730	424	23942	457	23875	33	6	146	33	-67
PRESUPPRESSION	0	0	1276	75631	-440	75191	1269	75887	1291	75475	16	-156	284	22	-212
SUPPRESSION	0	0	180	59950	-350	59600	180	59826	180	59266	0	-684	-334	0	-560
EMERGENCY REHABILITATION	0	0	5	7050	-41	7009	5	7035	5	6969	0	-81	-40	0	-66
REPAYMENT OF FY 88 TRANSFERS				145000	-842	144158		0			0	-145000	-144158	0	0
TOTAL REQUIREMENTS	0	0	1884	311500	-1812	309688	1878	166490	1933	165585	49	-145818	-144103	55	-905

Justification of Base Adjustments

Firefighting

	FTE	($000)
Additional cost in 1991 of the 1991 pay raise	---	+920

The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, $2,993,000 is for the general schedule pay and $115,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.

Adjustment for 1990 effect of P.L. 99-177	---	+970

The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991. The adjusted amount relates to the current year program only. An additional $842,000 related to repayment of prior year transfers is not included in this adjustment since no funds for repayment are included in the request.

Other increases and/or decreases:

Adjustment for administrative efficiency	-6	-1,402

The Department is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by about 5 percent to improve administrative efficiency and place greater priority on 1991 program initiatives. Specific reductions are proposed in the following areas:

Travel	- 150
Overtime	- 90
Supplies	- 742
Equipment	- -420
Total	-1,402

Adjustment for staffing efficiency	---	-398

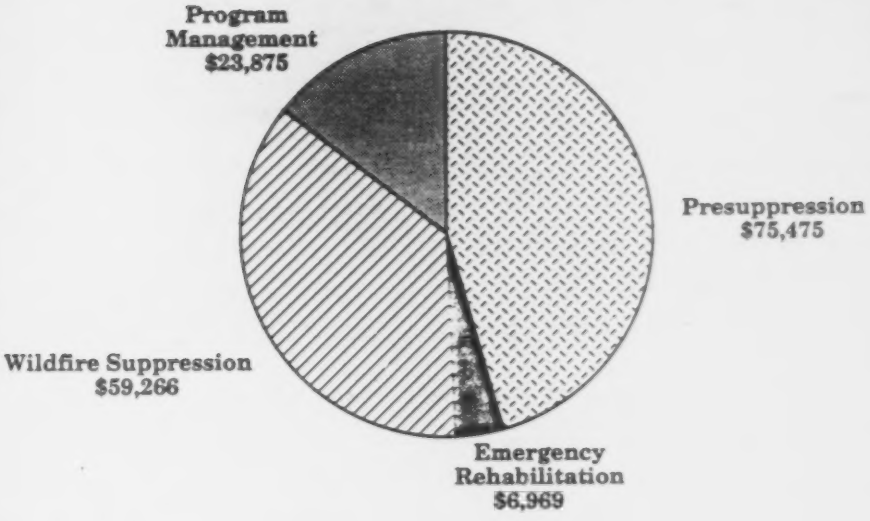
Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:

Average Grade	- 207
Lapse	- 191
Total	398

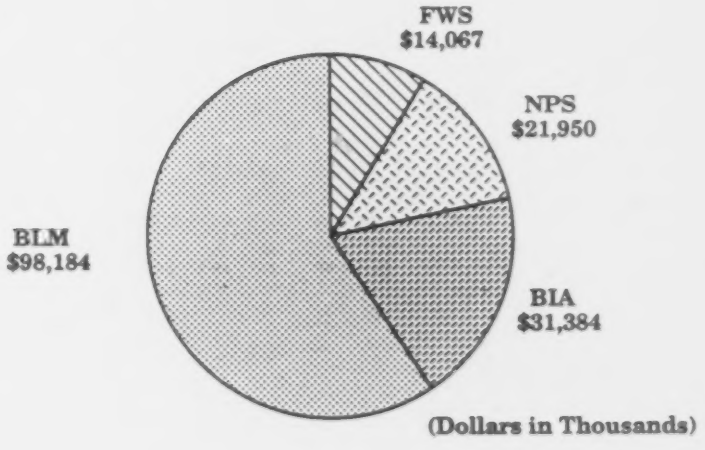
	FTE	($000)
CSRS/FERS retirement costs.....	---	+478
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the work force.		
Adjustment for one additional pay day in FY 1991....	---	+392
The increase in personnel compensation results from there being one more paid day in 1991 than in 1990.		
Adjustment for one-time repayment of prior year transfers.....	---	-144,158
This adjustment includes funding that was provided for repayment of amounts borrowed to cover 1989 fire season costs.		
Total Adjustment to Base	-6	-143,198

FIREFIGHTING

Summary by Activity



Summary by Bureau



(Dollars in Thousands)

Justification of Program and Performance

Appropriation: Firefighting

Summary By Activity

Department of Interior

(dollars in thousands)

Subactivity	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Program Management	23,869	23,730	23,942	23,875	-67
Presuppression	75,631	75,191	75,687	75,475	-212
Wildfire Suppression	59,950	59,600	59,826	59,266	-560
Emergency Rehabilitation	7,050	7,009	7,035	6,969	-66
Repayment 1989 Transfers	145,000	144,158	0	0	0
Total, Firefighting	311,500	309,688	166,490	165,585	-905

Summary By Bureau

(dollars in thousands)

Bureau	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Bureau of Land Management	193,761	192,634	98,770	98,184	-586
Fish and Wildlife Service	16,250	16,156	14,112	14,067	-45
National Park Service	34,464	34,263	22,073	21,950	-123
Bureau of Indian Affairs	67,025	66,635	31,535	31,384	-151
Department	311,500	309,688	166,490	165,585	-905

Authorization

43 U.S.C. 1748 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* provides for protection of Public Lands and resources from destruction by fire.
16 U.S.C. 594 P.L. 67-315	The *Timber Protection Act of 1922* provides for mutual aid in fire protection.
42 U.S.C. 1856	The *Reciprocal Fire Protection Agreement Act of 1955* provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.
16 U.S.C. 668dd-668ee	The *National Wildlife Refuge System Administration Act of 1966* constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."
42 U.S.C. 5121	The *Disaster Relief Act of May 22, 1974* authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.
43 U.S.C. 1601	The *Alaska Native Claims Settlement Act of 1971* provides that Natives continue to receive forest fire protection from the United States at no cost for 20 years or until they become economically self-sufficient.
16 U.S.C. 1	The *National Park Service Organic Act* provides basic authority for fire protection and suppression on National Park system lands.
P.L. 101-121	Section 102 of the *General Provisions of the 1990 Appropriations Act for the Department of the Interior and Related Agencies* authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the Public Lands and for the emergency rehabilitation of burned lands.

Objectives

Department of the Interior

The objectives of the Firefighting program in the Department of the Interior are to:

- Suppress wildfire and to utilize prescribed fire to protect and enhance resources in order to preserve their capability to contribute toward meeting the resource, socioeconomic and multiple-use needs of the nation;

- Give highest priority to preventing the disaster fire situation in which wildfire causes damages of such magnitude as to adversely affect management objectives or socioeconomic conditions of an area;
- Consider wildfires that threaten life, structures, or are determined to be a threat to natural resources, as emergencies whose suppression will be given priority over other Departmental programs;
- Conduct wildland fire programs and prescribed fire activities consistent with Bureau land use plan objectives; and
- Administer the prescribed and wildfire programs while ensuring compliance with the legal authorities under which the Department operates.

Description of Base Program

Funding covers the following program operations and budget activities which are consistent among the four Interior bureaus as categorized in:

Activity: Fire Management and Presuppression

Covers nonemergency and predictable aspects of Bureau firefighting programs, the discretionary portion.

Subactivity: Program Management - Overall management and program planning costs for the Bureau program, particularly those costs that are not direct, level-of-effort costs associated with expected annual fire season workloads. Includes all permanent, full-time staff; all "fair share" costs; Boise Interagency Fire Center; Alaska Fire Service; automatic detection and other systems; communications; fire prevention activities; training development; interagency coordination and program development such as the National Wildfire Coordinating Group and the Department of the Interior Fire Coordination Committee; data collection and analysis necessary to prepare fire management plans and related materials; and technical fire management input and support for the planning and conduct of prescribed fires, including prescribed natural fire programs, but excluding hazard fuel reduction activities.

Subactivity: Presuppression - Covers preparedness for the annual fire season and reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the bureaus' normal fire year plans. Includes salaries for seasonal and furloughable fire management personnel; expendable and capital equipment that is directly related to fire; equipment operation and maintenance; training directly relate to fire management; protection contracts (including aircraft availability and flight time for reconnaissance) dispatching/logistics; and emergency communications and administrative support. Reduction of hazardous fuel levels includes the use of fire, mechanical, or other means to reduce fuel levels creating hazards for resources, structures or facilities, or adjacent lands, in accordance with fire management plans.

Activity: Emergency Operations

Covers emergency and unpredictable aspects of bureau firefighting programs, the mandatory portion.

Subactivity: Wildfire Suppression - Covers costs of emergency presuppression or extraordinary presuppression measures and costs directly tied to suppressing a specific wildfire. Emergency or extraordinary presuppression includes costs of escalated preparedness as defined in pre-established step-up plans tied to very high or extreme fire danger or abnormal fire seasons. Costs of suppressing a specific wildfire include costs of firefighting and support personnel, aircraft operations, support costs for all employees assigned to the fire, supplies and equipment

(including replacement of lost capital and expendable equipment), contracts for goods and services, associated logistical support, and immediate measures taken to correct damages resulting from actions taken to suppress fires. All charges in this subactivity must be made to an incident number.

Subactivity: Emergency Rehabilitation - Covers costs incurred to prevent land degradation, resource losses, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by fires or by actions taken to suppress fires. Includes such costs as receding to prevent immediate wind or water erosion and to prevent establishment of undesirable species, fencing of areas to prevent animals or humans from entering sensitive areas, and felling damaged trees posing threats to human safety. Emergency rehabilitation costs for any one fire shall not exceed three years or two full growing seasons. Costs of restoring burned areas to productivity are to be funded from resource programs in Bureau operating accounts. All charges in this subactivity must be made to an incident or project number.

Decrease from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	166,490	165,585	-905
(FTE)	(1,878)	(1,933)	(+55)

The decrease for each activity in each bureau results from the consequence of absorbing a portion of the 1991 pay increase and reductions associated with administrative savings in BLM. These decreases are explained bureau-by-bureau in the individual bureau sections.

Distribution of change by object class

The object class detail for the proposed decrease of $905,000 and a 55 FTE increase is as follows:

	FTE	Amount
Personnel compensation	+55	$ +1,190,000
Personnel benefits		+94,000
Transportation of things		+172,000
Rent payments to others		-100,000
Other services		-2,655,000
Supplies and materials		+580,000
Equipment		-86,000
Insurance claims and indemnities		-100,000
Total Requirements		$ -905,000

The following justifications further describe the firefighting base programs and changes from the 1991 base for each of the four Bureaus in a separate narrative arrayed according to the standard budget structure.

The programs are described in the following order:

-Bureau of Land Management
-Fish and Wildlife Service
-National Park Service
-Bureau of Indian Affairs

Activity Summary

Bureau of Land Management Firefighting Program

(dollars in thousands)

Activity/Subactivity		1989 Actual B.A. 1/	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Fire Management and Presuppression							
Program Mgmt.	$	9,282	10,150	10,091	10,076	10,048	-28
	(FTE)	(135)	(135)	(135)	(132)	(140)	(+8)
Presuppression	$	5,169 2/	41,850	41,607	41,543	41,426	-117
	(FTE)	(650)	(810)	(810)	(807)	(810)	(+3)
Subtotal	$	14,451	52,000	51,698	51,619	51,474	-145
	(FTE)	(785)	(945)	(945)	(939)	(950)	(+ 11)
Emergency Operations							
Wildfire Suppression	$	113,792	42,500	42,252	42,188	41,793	-395
	(FTE)	(135)	(---)	(---)	(---)	(---)	(---)
Emergency Rehab.	$	3,932	5,000	4,971	4,963	4,917	-46
	(FTE)	(45)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	117,724	47,500	47,223	47,151	46,710	-441
	FTE	(180)	(---)	(---)	(---)	(---)	(---)
Repayment of Transfers	$	26,124	94,261	93,713	---	---	---
Total Requirements	$	158,299	193,761	192,634	98,770	98,184	-586
	(FTE)	(965)	(945)	(945)	(939)	(950)	(+11)

1/ All 1989 funding was provided to the BLM's "Management of Lands and Resources" and "O&C" appropriation accounts. Includes amounts transfered in from various no-year accounts for 1989 firefighting costs. Does not include amounts appropriated in 1989 to repay prior year transfers. Funding is displayed as it would have appeared under the current budget structure.

2/ Includes $2,876,000 appropriated for the budget year initiated presuppression actions on Public Land and $2,293,000 for the O&C fire protection contract.

Justification of Program and Performance

Bureau:	**Bureau of Land Management**
Activity:	**Fire Management and Presuppression**
Subactivity:	**Program Management**

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	10,150	10,091	10,076	10,048	-28
(FTE)	(135)	(135)	(132)	(140)	(+8)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
$	10,150	-59	10,091

The reduction pursuant to PL 99-177 will result in a shortened employment period for some career seasonals.

Base Program

The 1991 Base level is $10,076,000 and 132 FTE.

Program management is an integral part of the BLM mission to protect and enhance the natural resources of the Public Land in order to preserve multiple-use capabilities to meet the Nation's resource requirements. As one part of the mission, BLM is responsible for protecting property and natural resources from the destructive effects of wildfire on the 344 million acres of both Public Land managed by BLM, and other lands, through cooperative agreement or mutual exchange. BLM carries out its fire management responsibilities on the Public Land and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of Public Land and the 2.375 million acres of Oregon and California Grant Lands, Coos Bay Wagon Road Lands and intermingled Public Land in western Oregon.

BLM maintains and operates the Boise Interagency Fire Center (BIFC) a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service, National Weather Service and other Interior bureaus. BIFC provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agency requests assistance. The national fire cache for supplies and radios, the technical support for the Initial Attack Management System (IAMS), the BLM's equipment and fire science support groups, and the BLM fire training development center are also housed at BIFC.

The BLM's Alaska Fire Service (AFS) located at Fairbanks, Alaska provides fire protection to all Department of the Interior lands in Alaska and to applicable Alaska Native lands. The area protected includes approximately 197 million acres. BLM receives reimbursement for a portion of AFS funding requirements from other agencies in the Department which benefit from the fire

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management program. The cost of the basic Alaska Fire Service management program is $1,500,000. Funding would be derived from the bureaus of the Department as follows:

Bureau of Land Management	$1,000,000
Fish and Wildlife Service	340,000
National Park Service	150,000
Bureau of Indian Affairs	10,000
Total, Alaska Fire Service	$1,500,000

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need for increased efficiency in combating the "disaster fire". The culmination of this effort was achieving full operation of BIFC. By 1972, BLM had amended its priorities and also began to increase its detection and initial attack capability to complement its earlier efforts. The BLM's Fire Management Planning System and the Initial Attack Management System (IAMS) scheduled for full implementation by 1991, are the main thrusts of the amended effort.

The Initial Attack Management System (IAMS) is a computerized remote detection and fire predictive system that was designed by BLM to provide additional intelligence to fire managers so that they would more effectively perform fire detection, pre-positioning of forces and dispatch initial attack forces. If the opportunity exists to attack fires when they are small, under moderate to severe conditions the chances of successfully suppressing them with the initial attack force is high and results in the final suppression cost being significantly lower than if fires escape to project size. The basic IAMS system consists of 3 subsystems as follows:

- o An Automatic Lightning Detection System (ALDS) network;
- o Remote Automatic Weather Station (RAWS) network; and
- o The hardware and software linking the ALDS and RAWS with fire fuel data and fire behavior modeling features.

At the Estimate level, the IAMS basic computer software programming and the lightning detection network will be completed and emphasis would be shifted to operation and maintenance of the system. Beginning in 1991 procurement would be initiated in support of IAMS II, a two year program to upgrade older field office computers and monitors to current IAMS standards and capability.

SCHEDULE OF IAMS COST AND SAVINGS

(dollars in thousands)

	1983	1984	1985	1986	1987	1988	1989	1990	Total
Phase I	1,950								1,950
Phase II				1,020	800	380			2,200
Phase III						420	550	840	2,080
Operation & Maint.					600	600	850	1,200	N/A
Suppression Cost Avoided			540	540	2,000	3,000	4,000	4,200	N/A

The 1991 Estimate level would enable the BLM to support the National Interagency Wildland/Urban Interface initiative and the development of new techniques, equipment and training to fight fires in the interface. Recent demographic trends from urban to suburban living have greatly expanded urban-like development into areas previously considered rural, such as forested areas, semi-arid brush and range lands. With modern communications and transportation it is now possible to work at high paid technical jobs and live in rural areas. Consequently, in recent decades homes of substantial value, which constitute a family's or individual's principal residence, have been constructed in "wildland" areas. This has created a significant wildland protection and firefighting zone known as the "wildland/urban interface" area.

The goal of the National Wildland/Urban Interface initiative is the reduction of the loss of life, property and natural resources from fires occurring within the wildland/urban interface. The strategy involves national and local efforts to bring principal organizations together (i.e. architects, builders, planners, insurance industry, and firefighters) to develop recommended actions and effect a change in existing conditions. Special emphasis will be focused on developing applications of new technologies in the use of water expansion systems (fire foams) such as those used in Yellowstone National Park in 1988 to protect structures. The BLM will also support the goals of the initiative through development and distribution of public information materials and continued National support of local field office activities addressing the initiative.

The 1991 Estimate would enable BLM to continue its highly successful "greenstripping" initiative. Greenstripping is the placement of fire resistant vegetation to slow or stop wildfires. Greenstrips are planted at strategic locations to protect high resource value areas, defend wildland/urban interface zones, and to break up extensive highly flammable annual grass ranges into smaller units to avoid large catastrophic wildfires. To date 200 miles or approximately 5,000 acres of greenstrips have been planted, primarily in southern Idaho. Even under recent drought and extreme fire conditions, greenstrips have proven effective, along with limited fire suppression support, in stopping the spread of wildfire and dramatically reducing suppression costs. In 1991 BLM would greenstrip an additional 2,500 acres.

The priority BLM fire management accomplishments planned for 1991 are as follows:

- Train, equip and dispatch fire and support personnel for the 10-year annual average of 2,700 fires;
- Operate and maintain the BLM share of the BIFC program in fire preparedness, logistical support, training and communications;
- Operate and staff the BLM Alaska Fire Service (AFS) to protect designated Interior Department managed and other lands in Alaska and provide BLM's pro-rated share of base program costs for the Alaska Fire Service;
- Provide operation and maintenance for the IAMS program and initiate procurement for IAMS II
- Continue to implement a "greenstripping concept" to reduce the size and number of large project fires, and protect resource values in selected high fire occurrence areas;
- Complete the fire management activity planning and initiate development of operational plans to continue to modernize the fire planning process, including an economic analysis to determine fire force requirements to develop the most costs efficient and effective program; and implement them.
- Increase fire prevention activities with special emphasis in the wildland/urban interface zone and on fire trespass.

Decrease from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	10,076	10,048	-28
(FTE)	(132)	(140)	(+8)

A net decrease of $28,000 will be achieved by extending the planned 2-year IAMS II upgrade of older lightning detection/weather information computers to a 3 year replacement program. The 8 FTE increase will enable BLM to provide field installation of IAMS Phase I equipment and implement maintenance and operation of this initial system. This will also enable BLM to focus additional protection emphasis in the wildland/urban interface and to increase participation in fire prevention activities.

Justification of Program and Performance

Bureau: Bureau of Land Management
Activity: Fire Management and Presuppression
Subactivity: Presuppression

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	41,850	41,607	41,543	41,426	-117
(FTE)	(810)	(810)	(807)	(810)	(+3)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
$	41,850	-243	41,607

The reduction pursuant to PL 99-177 will result in shortening the employment period of some seasonal fire suppression personel.

Base Program

The 1991 base level is $41,543,000 and 807 FTE.

This subactivity includes the functions necessary for the BLM to take preparedness actions to have forces and equipment available, trained, positioned, and ready to fight an average of 2,700 fires burning nearly 1,000,000 acres annually.

Included are the following types of actions: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 400 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multi-purpose aircraft; inventory and stocking of fire supply caches; activating 150 initial attack fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The BLM uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission.

Included in the estimate level is $3,150,000 to provide for a fire protection contract with the Oregon State Department of Forestry for all lands under BLM jurisdiction in western Oregon.

Also included is the hazard fuels reduction program to protect selected areas, particularly developments within and adjacent to the Public Lands, e.g., the wildland/urban interface, from high wildfire risk. Hazardous fuels reduction may be accomplished through a variety of means including prescribed burning. Hazard reduction activities are in agreement with the May 5, 1989 Final Report on Fire Management Policy to the Secretaries of the Interior and Agriculture.

Decrease from the 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	41,543	41,426	-117
(FTE)	(807)	(810)	(+3)

The decrease of $117,000 will be achieved by reducing the amount of equipment or the level of equipment operation and maintenance normally required to prepare BLM for the upcoming fire season. The 3 FTE increase will enable BLM to expedite the hiring of seasonal fire suppression personnel and improve fire suppression training. The FTE will be funded out of savings realized through reduced levels of equipment and lower rent and communication costs.

Justification of Program and Performance

Bureau: Bureau of Land Management
Activity: Emergency Operations
Subactivity: Wildfire Suppression

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	42,500	42,252	42,188	41,793	-395
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
$	42,500	-248	42,252

The reduction pursuant to PL 99-177 will result in purchasing of fewer supplies and equipment to restock firefighting caches.

Base Program

The 1991 base level is $42,188,000.

Fire suppression includes all BLM actions directly tied to suppressing a specific fire including costs of: firefighting and fire command support personnel; suppression aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category. Actual suppression costs have varied significantly with the severity of any given years fire occurrences. During more severe years, those with drought, greater than average wind velocities, or above normal lightning, suppression costs can increase dramatically.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	42,188	41,793	-395
(FTE)	(---)	(---)	(---)

A net decrease of $395,000 will be achieved by reducing the level of restocking of fire caches through the purchase of fewer supplies and equipment.

Justification of Program and Performance

Bureau:	Bureau of Land Management
Activity:	Emergency Operations
Subactivity:	Emergency Rehabilitation

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	5,000	4,971	4,963	4,917	-46
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
$	5,000	-29	4,971

The reduction pursuant to PL 99-177 will result in purchasing of less seed to maintain the BLM fire rehabilitation seed inventory.

Base Program

The 1991 base level is $4,963,000.

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This subactivity provides funds for specific emergency rehabilitation projects and includes such costs as receding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable species which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

The actual acreage requiring emergency rehabilitation depends upon the severity of the preceeding fire season. This program will be operated to provide rehabilitation in the most cost effective manner, consistent with resource management plan objectives, to enhance multiple use management.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	4,963	4,917	-46
(FTE)	(---)	(---)	(---)

A decrease of $46,000 will be achieved by reducing planned purchases of seed for maintenance of the BLM fire rehabilitation seed inventory.

Justification of Program and Performance

Bureau: Fish and Wildlife Service
Activity: Fire Management and Presuppression
Subactivities: Program Management and Presuppression

(dollars in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Program Management	$	1,999	1,987	2,020	2,014	-6
	(FTE)	(59)	(59)	(59)	(59)	(---)
Presuppression	$	11,163	11,098	11,283	11,251	-32
	(FTE)	(155)	(155)	(155)	(169)	(+14)
Total Requirements	$	13,162	13,085	13,303	13,265	-38
	(FTE)	(214)	(214)	(214)	(228)	(+14)

Impact of Public Law 99-177

1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
13,162	-77	13,085

The reduction pursuant to PL 99-177 will delay the introduction of new training courses scheduled to be initiated this fiscal year.

Base Program

Program Management: The Fish and Wildlife Service (Service) Program Management subactivity includes the overall fire program planning and management at Refuges, Hatcheries, Research Facilities, Regional and Washington Offices, and Boise Interagency Fire Center. These funds provide for the Overall management and planning for the Service's fire management program, especially those costs that are not direct, level-of-effort costs associated with annual fire season workloads. Includes all related costs of providing technical input, reviewing,or developing Fire Management Plans, Fire Dispatch Plans, Prescribed Burning Plans and plan amendments. Also, all related cost for providing technical input and support for planning of hazardous fuel reduction prescribed fires, training development, developing interagency agreements and contracts, interagency coordination, equipment costs for communications base systems, detection systems, and prevention activities are included within the Program Management Subactivity. Included is $340,000 to support the Alaska Fire Service.

Presuppression: The Service's Presuppression activities includes all aspects of preparedness for the annual wildfire season and for reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the Fire Management Plans including salary of firefighting and support personnel, aircraft contract guarantees, equipment purchase, operation and maintenance, fire related training, dispatching and logistics operation, activation of field stations including utility and communications costs, supplies, and capitalized equipment directly related to the wildfire protection.

Reduction of hazardous fuel levels includes the use of fire, mechanical, or other means to reduce non-activity fuel levels creating hazards for resources,

structures or facilities, or adjacent lands, in accordance with approved Fire Management Plans and where fire protection is the initiating and benefiting subactivity. Hazard fuel reduction activities are performed in accordance with the May 5, 1989 Final Report on Fire Management Policy to the Secretaries of the Interior and Aguriculture.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	13,303	13,265	-38
(FTE)	(214)	(228)	(+14)

The Service will delay purchasing communication and heavy equipment, such as radios and a bulldozer to be used for preparedness in advance of the wildfire season. This reduction will not adversely effect the Service's fire program.

Justification of Program and Performance

Bureau: Fish and Wildlife Service
Activity: Emergency Operations (Fire)
Subactivities: Wildfire Suppression and Emergency Rehabilitation

(dollars in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Wildfire Suppression	$	750	746	758	751	-7
	(FTE)	(---)	(---)	(---)	(---)	(---)
Emergency Rehabilitation	$	50	50	51	51	---
	(FTE)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	800	796	809	802	-7
	(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
800	-4	796

The reduction pursuant to PL 99-177 will delay the replacement of, or repairing damaged fire equipment.

Base Program

Wildfire Suppression These funds provide for all aspects of suppressing a specific wildfire or for escalated presuppression funding based on extreme fire potential. Includes costs of firefighting and support personnel, supplies, equipment rental, replacement of lost or damaged capitalized equipment, contracts for goods and services, dispatch and logistical support, immediate measures taken to correct damages resulting from the fire suppression effort, and any suppression cost recovery efforts. Escalated presuppression funding based on extreme fire potential (severity funding) includes any costs authorized in a severity request that is concurred with by the Regional Director and approved by the Director of the U.S. Fish and Wildlife Service.

Emergency Rehabilitation: Includes all costs incurred to prevent further wildlife or habitat degradation following a wildfire. Includes costs such as; reseeding to prevent immediate wind or water erosion and to prevent establishment of undesirable species; fencing of areas to exclude animals or humans; and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire may not exceed two full growing seasons following occurrence of the fire. Costs of restoring burned areas to full productivity are to be funded from normal benefiting resource subactivity.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	809	802	-7
(FTE)	(---)	(---)	(---)

The decrease in Wildfire Suppression and Emergency Rehabilitation is a result of reducing overtime costs. An effective fire suppression program will be maintained.

Justification of Program and Performance

Bureau: National Park Service
Activity: National Park Service Firefighting

(dollars in thousands)

		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Program Management and Presuppression	$	12,638	12,564	12,774	12,738	-36
	(FTE)	(280)	(280)	(280)	(310)	(+30)
Emergency Operations	$	9,200	9,146	9,299	9,212	-87
	(FTE)	(---)	(---)	(---)	(---)	(---)
Repayment of 89 Transfers	$	12,626	12,553	---	---	---
Total Requirements	$	34,464	34,263	22,073	21,950)	(-123)
	(FTE)	(280)	(280)	(280)	(310)	(+30)

Impact of Public Law 99-177

1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
21,838	-128	21,710

The reduction pursuant to PL 99-177 will be accomplished by reducing Interagency fair-share contributions especially as related to some Interagency dispatch operations, helicopter contracts, and air tanker base operations; reducing monitoring activities by using fewer reconaissance flights and putting fewer people on the ground; and by eliminating nine hazard fuel reduction projects at six parks.

Base Program

Program Management and Presuppression

Program Management activities of the National Park Service include: overall program planning and management at the park, Regional Office and National Office; permanent, full-time staff, training, and program development; "fair-share" costs of interagency activities such as the Hotshot Crews, retardant aircraft operations, and National Office operations at the interagency fire center; detection, communication, and data processing systems; and the monitoring and management of prescribed fires. The 1991 program represents a continuation of the 1990 program. Continued improvement in program direction and planning is expected as a result of program expansion in 1989. Seventy-five training courses will be offered and more service personnel than ever will have the opportunity to attend these courses. Support is provided for the operation of 60 remote area weather stations that provide vital fire danger and fire behavior prediction. The program will continue to maintain communication links with 100 parks and offices through the GEONET telecommunications network and to provide analysis of fire danger ratings through the AFFIRMS computer system. Other computer programs which handle fire occurrence reporting, fire history, fire behavior prediction and fire planning, training needs analysis, hazard fuel analysis and tracking of fire skills qualifications for over 2,100 personnel are in the process of being upgraded and software is being developed to provide enhanced fire program analysis and

coordination. In addition, seasonal prescribed fire monitors will be hired and approximately 170 prescribed natural fires will be monitored, documented and managed according to new Servicewide standards mandated by the joint Interior-Agriculture Fire Management Policy Review Team.

Presuppression, includes all capitalized equipment used for wildfire suppression, hazardous fuels management, and other presuppression activities. Specifically, these activities include preparedness in the form of seasonal firefighters (123 FTE), supporting equipment and supplies, equipment operation, dispatching and logistics, emergency communications, and contracts for aircraft/helicopter availability and flight time for reconnaissance--all needed to meet park level initial fire attack requirements. Funding will also provide for completion of over 90 hazard fuel reduction projects, and the Service will continue the program begun in 1990 to modernize and cyclically replace its current fleet of 105 wildland firefighting engines.

Emergency Operations

Emergency operations include emergency presuppression, suppression and rehabilitation activities which are funded based on anticipated normal year costs.

Emergency presuppression involves a step-up in preparedness and contingency planning tied to very high or extreme fire danger and includes standby time for firefighters, extended tours of duty, positioning of supplies and resources, and reconnaissance flights. Suppression includes overtime costs for firefighters and support personnel, aircraft operations, supplies and equipment, contracts for goods and services, fire documentation and associated logistical support.

Emergency rehabilitation includes all actions taken to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This may involve receding to prevent immediate wind or water erosion and to prevent establishment of undesirable species with high fire potential, fencing of sensitive areas to prevent animals or humans from entering, and felling damaged trees posing threats to human safety.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	22,073	21,950	-123
(FTE)	(280)	(310)	(+30)

The reduction in fire management and presuppression will result in the elimination of the Phase II fuel reduction project at Mt. Rushmore and prevent the purchase of one type 2 (medium) fire engine purchase. The reduction in emergency operations funding will reduce the restocking of fire caches; fewer supplies and equipment will be purchased. The increase in FTE is primarily for fire management officers and support staff in parks, but a small increase for presuppression and hazard fuel reduction crews is also included.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs

(dollars in thousands)

Program Element		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
A. Fire Management and Presuppression	$	21,700	21,574	21,933	21,872	-61
	(FTE)	(260)	(260)	(260)	(260)	(---)
B. Emergency Operations Program	$	9,500	9,444	9,602	9,512	-90
	(FTE)	(185)	(185)	(185)	(185)	(---)
C. Repayment of 1989 Transfers	$	35,825	35,617	(---)	(---)	(---)
Total Requirement	$	67,025	66,635	31,535	31,384	-151
	(FTE)	(445)	(445)	(445)	(445)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
Firefighting Program, Bureau of Indian Affairs	67,025	-390	66,635

The reduction will be absorbed through delayed hiring of permanent and seasonal positions.

Base Program ($31,535,000): The firefighting program of the Bureau of Indian Affairs (BIA) includes Fire Management and Presuppression activities which are planned, non-emergency activities, as well as Emergency Operations which include actual Wildfire Suppression and Emergency Rehabilitation.

Program Management and Presuppression

Base Program ($21,933,000; FTE 260):

Fire Program Management ($5,458,000; FTE 120): Fire Program Management includes overall management and program planning costs for the bureau's firefighting program, particularly those costs that are not direct, level-of-effort costs associated with expected annual fire season workloads. All permanent, full-time staff at the national, area and field level (including some of our aviation personnel), who work a majority of their time in managing the fire program receive part or all of their salary from this subactivity.

This function also includes the bureau's fair share contribution to interagency efforts such as the Boise Interagency Fire Center, automated information systems, fire prevention activities, and training development. Interagency coordination and program development activities such as the National Wildlife Coordinating Group and the Department of the Interior Fire Coordination Committee are also funded in this category. Included is $10,000 for Alaska Fire Service.

Within the BIA, forestry and primarily fire management bears the financial responsibility for the radio communications system used throughout the organization. The fire program is also responsible for the majority of the physical maintenance and construction costs associated with our detection facilities. Also included in this category is software development and maintenance as well as hardware costs for an independent automated fire information system for the collection and dissemination of fire program management data and user applications.

Presuppression ($16,412,000; FTE 140): Presuppression covers preparedness for the annual fire season and reduction of hazardous fuel levels. Normal presuppression includes all activities associated with implementing the bureau's Normal Fire Year Plans (NFYPs). NFYPs include salaries for seasonal and furloughable fire management personnel, purchase of expendable and capital equipment that is directly related to fire activities; equipment operation and maintenance; training directly related to fire management; protection contracts including aircraft availability and presuppression flight time; dispatching/logistics; communications; and administrative support.

Fuel levels which create hazards to resources, structures, facilities, or adjacent lands are reduced in accordance with fire management plans using prescribed fires, mechanical, or other means.

The BIA annually employs between 1,000 and 1,500 less-than-full-time employees to provide for the day-to-day level of readiness needed to protect Indian lands from wildfire. In addition, the bureau trains and manages approximately 200 Native American fire crews which are used throughout the country by all fire agencies. Each crew includes 20 people. Employment on these crews provides a significant source of income to Indian people.

Many smaller field sites receive their fire protection through contractual arrangements with cooperating local, state, and federal agencies as a more cost effective approach toward meeting the BIA's trust responsibilities for Indian land. These cooperative agreements are funded in this category. Fifteen agencies are completely protected under this arrangement and numerous others receive partial protection through contracts.

The Bureau provides wildland fire protection for a total of 59.6 million acres of trust lands. Of that total, 6.4 million acres are classified as commercial forest, 8.3 million acres as woodlands, and 44.9 million acres as non-forest lands. Based upon total obligations for the period FY 1984-88, the Bureau invested an average of $0.25 per acre per year to carry out the fire management and presuppression phases of its protection responsibilities.

Emergency Operations

Base Program ($9,602,000; FTE 185):

Wildfire Suppression ($8,086,000; FTE 180): Wildfire suppression includes the costs of extraordinary presuppression measures and direct suppression of a specific wildfire. Extraordinary presuppression includes costs of escalated preparedness as defined in pre-established step-up plans tied to very high or extreme fire danger or abnormal fire seasons. Such measures go beyond what is planned in the NFYP. Costs of suppressing a specific wildfire include costs for all firefighting and support personnel, aircraft operations, support costs for all employees assigned to the fire, supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, associated logistical support, and immediate measures taken to correct damages resulting from actions taken to suppress fires.

For the period 1984-1988, the average fire occurrence load for BIA protection areas was 2,897 fires per year which burned an average of 143,458 acres.

Also included in this category are support costs for other Interior agencies and the Forest Service in suppressing fire on their lands. During FY 1987 and FY 1988, an estimated 60% of our suppression funds were used to support other agencies. A similar amount is predicted for FY 1990.

Emergency Rehabilitation ($1,516,000; FTE 5): Emergency rehabilitation includes costs incurred to prevent land degradation, resource losses, and other measures necessary to stablize erodible soils, structures, or other conditions or damage caused by fires or by actions taken to suppress fires. Rehabilitation includes such costs as receding to prevent immediate wind or water erosion and to prevent establishment of undesirable species; fencing of areas to prevent animals or humans from entering sensitive areas; and felling damaged trees posing threats to human safety. Costs of restoring burned areas to productivity are funded from resource programs in bureau operating accounts.

Change from 1991 Base:

(dollars in thousands)

Program Element		FY 1991 Base	FY 1991 Estimate	+/- Difference
Fire Management and Presuppression	$	21,933	21,872	-61
	(FTE)	(260)	(260)	(---)
Emergency Operations	$	9,602	9,512	-90
	(FTE)	(185)	(185)	(---)
Total	$	31,535	31,384	-151
	(FTE)	(445)	(445)	(---)

Fire Management and Presuppression (-$61,000; FTE ---): In FY 1990, the Bureau will incur signáficant moving costs for the newly established fire positions. Since these are one-time costs, the budget is reduced by $84,000.

Emergency Operations (-$90,000; FTE ---): The reduction in emergency operations funding will reduce restocking of fire caches by purchase of fewer supplies and equipment.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Firefighting

Object Class	1981 Base FTE	1981 Base Amount	1981 Estimate FTE	1981 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11. Personnel compensation:						
11.1 Permanent positions	913	34806	934	35255	21	450
11.3 Positions other than permanent	965	18096	999	18312	34	217
11.5 Other personnel compensation 1/	(350)	15448	(350)	16000	---	552
11.8 Special personal services payments2/		13029		13000		-29
Total personnel compensation	1878	81377	1933	82567	55	1190
Other Objects						
12.1 Personnel benefits		8050		8144		94
21.1 Travel and transportation of persons		4390		4390		0
22.0 Transportation of things		4317		4489		172
23.2 Rental payments to others		1400		1300		-100
23.3 Communications, utilities, and miscellaneous charges		2000		2000		0
24.0 Printing and reproduction		50		50		0
25.0 Other services		43000		40345		-2655
26.0 Supplies and materials		17120		17700		580
31.0 Equipment		4586		4500		-86
42.0 Insurance claims and indemnities		200		100		-100
Total Requirements		166490		165585		-905

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.
2/ Primarily Emergency Firefighters which are not counted against personnel ceilings.

Standard Form 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIREFIGHTING
Program and Financing (in thousands of dollars)

Identification code 14-1119-0-1-302		▪89	▪90	▪ 91
	Program by activities:			
00.01	Fire Management and Presuppression	0	98,920	99,350
00.02	Emergency Operations	0	66,610	66,235
10.00	Total obligations	0	165,530	165,585
	Financing:			
39.00	Budget authority	0	165,530	165,585
	Budget Authority:			
40.00	Appropriation	0	311,500	165,585
40.00	Appropriation (Reduction pursuant to P.L. 99-177)	0	(1,812)	0
41.00	Transferred to other accounts	0	(144,158)	0
43.00	Appropriation (adjusted)	0	165,530	165,585
71.00	Obligations incurred, net	0	165,530	165,585
72.40	Obligated balance, start of year	0	0	49,659
74.40	Obligated balance, end of year	0	(49,659)	(49,675)
90.00	Outlays	0	115,871	165,569

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIREFIGHTING
Object Classification (in thousands of dollars)

Identification code 14-1119-0-1-302		89 actual	90 estimate	91 estimate
Direct obligations:				
	Personnel compensation:			
11.1	Full-time permanent	0	34,055	35,255
11.3	Other than full-time permanent	0	17,681	18,312
11.5	Other personnel compensation	0	15,538	16,000
11.8	Special personal services payment	0	13,029	13,000
11.9	Total personnel compensation	0	80,303	82,567
12.1	Civilian personnel benefits	0	7,867	8,144
21.0	Travel and transportation of persons	0	4,540	4,390
22.0	Transportation of things	0	4,317	4,489
23.2	Rental payments to others	0	1,400	1,300
23.3	Communications, utilities, and miscellaneous charges	0	2,000	2,000
24.0	Printing and reproduction	0	60	50
25.0	Other services	0	41,975	40,345
26.0	Supplies and materials	0	17,862	17,700
31.0	Equipment	0	5,006	4,500
42.0	Insurance claims and indemnities	0	200	100
99.0	Subtotal, direct obligations	0	165,530	165,585

GPO 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIREFIGHTING
Personnel Summary

Identification code 14-1119-0-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Direct:			
Total number of full-time permanent positions	0	919	934
Total compensable workyears:			
Full-time equivalent employment	0	1,884	1,933
Full-time equivalent of overtime and holiday hours	0	350	350
Average ES salary	0	76,121	78,804
Average GS grade	0	9.30	9.30
Average GS salary	0	30,986	32,078

Appropriation Summary Statement

Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of Public Lands and for providing physical access to these lands; and

- To provide public access to Federal lands for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation) and to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system, wilderness/wilderness study areas, or wild and scenic rivers).

A total amount of $8,890,000 is requested, which includes a $207,000 proposed law request under the Department's *America the Beautiful* account, and $8,683,000 directly in this appropriation for construction and access.

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called *America the Beautiful*. The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Under the *"Legacy 99"* component of the Interior Department's portion of *America the Beautiful*, funding will be provided to the Bureau of Land Management in 1991 for construction projects which meet the objectives of enhancing recreation and protecting critical natural resources. The "current law" amount for *America the Beautiful* construction projects is $1,238,000, which is also the President's Budget request if the *America the Beautiful* legislation is not enacted by Congress. This justification is prepared on a current law basis with the *America the Beautiful* increment of $207,000 displayed as a non-add amount.

If the *America the Beautiful* program is approved by Congress, the Bureau of Land Management will receive a total of $7,520,000, to implement the 1991 construction program.

An amount of $1,370,000 is requested for access purposes to support multiple-use resource management on Public Land. This amount will provide for 131 easements across non-Federal Land to BLM managed lands, primarily in support of providing access for recreation purposes.

Appropriation Language Sheet

Construction and Access

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$5,961,000] *$5,683,000* to remain available until expended. [*Provided*, That necessary procurement documents for construction of the Oregon Trail Visitor Center at Flagstaff Hill, Oregon shall be issued at a time that will permit issuance of a construction contract in February, 1991]

(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Construction and Access

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1. Deletion: [*Provided*, That necessary procurement documents for construction of the Oregon Trail Visitor Center at Flagstaff Hill, Oregon shall be issued at a time that will permit issuance of a construction contract in February, 1991]

BLM has completed necessary pre-contract engineering survey and design actions to support this project and will continue to work towards the appropriate timelines as defined by the procurement and contracting processes. This language is not necessary for the successful completion of the proposed project.

Appropriation Language Citations

Appropriation: Construction and Access

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$5,961,000] *$8,683,000* to remain available until expended.

43 U.S.C. 1701
43 U.S.C. 1715
43 U.S.C. 1762

43 U.S.C. 1701 provides for the retention of Public Lands in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to Public Lands only), land and interests in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: CONSTRUCTION AND ACCESS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1980			40	6061
REDUCTION PURSUANT TO P.L. 99-177				-79
ADJUSTED APPROPRIATION, 1980			40	5982
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1980 IMPACT OF P.L. 99-177		17		
ADDITIONAL COST IN 1981 FOR THE 1981 PAY RAISE		40		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS		5		
ADDITIONAL FOR ONE ADDITIONAL PAY DAY IN FY 1981		4		
ADJUSTMENT FOR ONE TIME CONSTRUCTION PROJECTS	-10	-4590		
TOTAL ADJUSTMENTS TO BASE			-10	-4524
1981 BASE BUDGET			30	1358
Program Changes (Changes to base budget, detailed below)			10	7325
TOTAL REQUIREMENTS (1981 estimate)			40	8683
PROPOSED LAW: AMERICA THE BEAUTIFUL			[+0]	[+207]

Comparison by activities/ subactivities	1980 Actual FTE	1980 Actual Amount	1980 Enacted to Date FTE-T	1980 Enacted to Date Amount	P.L.99-177 Reduct Amount	1980 Adjusted Approp. Amount	1981 Base FTE	1981 Base Amount	1981 Estimate FTE	1981 Estimate Amount	Inc./Dec. from 1980 Appropriation FTE	Inc./Dec. from 1980 Appropriation Amount	Inc./Dec. from 1980 Adj Approp Amount	Inc./Dec. from 1981 Base FTE	Inc./Dec. from 1981 Base Amount
1. Construction Projects	14	4180	10	4661	-62	4580	0	0	10	7313	0	2652	2714	10	7313
Proposed Law: America the Beautiful.									[0]	[1446]				[0]	[+287] 1/
2. Access & Easement Acquisition	28	1331	30	1300	-17	1283	30	1358	30	1370	0	70	87	0	12
Total Requirements	42	5431	40	5961	-79	5882	30	1358	40	8683	0	2722	2801	10	7325

1/ Amount shown is increase over $1230 included as current law for America the Beautiful.

Justification of Base Adjustments

Construction and Access

	FTE	($000)
Adjustment for 1990 effect of P.L.-177.....	---	+17
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
Additional cost in 1991 of the 1991 pay raise.....	---	+49
The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, $2,993,000 is for the general schedule pay and $115,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.		
Adjustment for CSRS/FERS retirement costs.....	---	+5
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Bureau work force.		
Adjustment for one additional pay day in FY 1991...	---	+4
The increase in personnel compensation results from there being one more paid day in 1991 than in 1990.		
Reduction for one-time construction projects.....	-10	-4,599
An adjustment is made to the base level to reflect the reduction of one time funding for construction projects in 1990.		
Total Adjustment to Base	-10	-4,524

Budgetary Resources for Construction and Access

BUREAU OF LAND MANAGEMENT

Account: Construction and Access (14-1110-0-1-302)

1990 Budgetary Status	($000)
Budget authority available:	
Appropriation realized	$ 5,882
Prior-year unobligated balance brought forward	3,718
Transferred from other accounts 1/	2,656
Total BA available for obligation	12,256
Less anticipated obligations (by activity):	
1. Construction	-9,617
2. Access	-1,283
Total anticipated obligations	$-10,900

1991 Request	
Anticipated unobligated balance brought forward	$ 1,356
Plus increases proposed (by activity):	
1. Construction	7,313
2. Access	1,370
Total increase proposed	8,683
Total anticipated BA available for obligation	$ 10,039

1/ This transfer includes a partial repayment using 1990 funds to cover 1989 firefighting obligations under section 102 of the FY 1990 Department of the Interior Appropriations Act.

Analysis of Budgetary Resources by Activity

Account: Construction and Access
(14-1110-0-1-302)

(dollars in thousands)

	1989 Actual	1990 Estimate	1991 Estimate	Dec. (-) Inc. (+) From 1990
1. Construction				
BA available for obligation:				
Appropriation	4,100	4,661	7,313	+2,652
Reduction (P.L. 99-177)	0	-62	0	+62
Unoblig. bal. brt. fwd.	1,394	3,029	1,321	-2,362
Recovery of prior year obligations	42	0	0	0
Transfers to/from other accounts	+1,176	+2,656	0	-2,656
Total BA available	6,712	10,973	8,634	-2,304
Less obligations	-3,029	-9,617	-7,313	+2,304
Unoblig. balance brt. fwd.	3,683	1,321	1,321	0
(FTE)	(3)	(6)	(17)	(+11)
2. Access				
BA available for obligation:				
Appropriation	1,331	1,300	1,370	+70
Reduction (P.L. 99-177)	0	-17	0	+17
Unoblig. bal. brt. fwd.	163	35	35	0
Recovery of prior year obligations	0	0	0	0
Total BA available	1,494	1,318	1,405	+87
Less obligations	-1,459	-1,283	-1,370	-87
Unoblig. balance brt. fwd.	35	35	35	0
(FTE)	(27)	(27)	(39)	(+12)
Account Total				
BA available for obligation:				
Appropriation	5,431	5,961	8,683	+2,722
Reduction (P.L. 99-177)	0	-79	0	+79
Unoblig. bal. brt. fwd.	1,557	3,718	1,356	-2,362
Recovery of prior year obligations	42	0	0	0
Transfers to/from other accounts	+1,176	+2,656	0	-2,656
Total BA available	8,206	12,256	10,039	-2,217
Less obligations	-4,488	-10,900	-8,683	+2,217
Unoblig. balance brt. fwd.	3,718	1,356	1,356	0
(FTE)	(42)	(40)	(40)	(0)

Justification of Program and Performance

Activity: Construction
Subactivity: Construction (Buildings, Recreation Facilities, Transportation)

(dollars in thousands)

Current Law:	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	4,661	4,599	---	7,313	+7,313
(FTE)	(10)	(10)	(---)	(10)	(+10)

Proposed Law:					Inc./Dec. Cur. Law
America the Beautiful				1/	
$				[1,445]	[+207]
(FTE)				[(---)]	[(---)]

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	4,661	-62	4,599

The reduction pursuant to PL 99-177 will result in the loss of some contract preparation and review assistance to support such planned construction project and may result in the delay of award of several projects.

Authorization

43 U.S.C. 1701
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* authorizes the Secretary of the Interior to manage Public Lands on a multiple-use basis.

Objectives

The objectives of the construction program are:

- Construct buildings and appurtenant facilities, such as office buildings, warehouses, yards, and fire stations, which are necessary to house BLM employees and equipment in support of BLM programs.
- Construct recreation and transportation facilities necessary for the management of Public Land resources.

1/ This includes $1,238,000 which is *America the Beautiful* Current Law

1990 program

The 1990 program of $ 4,599,000 includes 11 construction projects to support multiple use management of the Public Land. These projects include:

- Construction of a parking area for 35 vehicles, a 12 unit picnic area and trailhead at the Hobo Camp staging area along the Bizz Johnson National Trail in northern California. This new development provides key public access to and enjoyment of scenic Public Land along the Susan River Canyon;

- Relocation of 250 feet of access road and construction of a boat ramp, parking area and restrooms along the Trinity Wild and Scenic River in northern California. This project corrects public health and safety problems and protects resource values by reducing river bank erosion;

- Replacement of 3.1 miles of underground powerline serving the 119 unit Squaw Lake campground in southern California. Alkaline soils have corroded the protective covering on the existing powerline, resulting in frequent service interruptions, potential electrical shock hazard, and costly repairs. This construction will eliminate a public health and safety hazard, protect BLM maintenance personnel and prevent power outages.

- Replacement of 3 wooden bridges which are 20 years old or more along a heavily traveled access route into the Garnet Range in western Montana. Project corrects a serious public safety hazard and provides reliable access to the Public Land for multiple uses such as recreation, timber harvest and mineral exploration.

- Expansion of the drinking water system, upgrading the present boat ramp, adding 10 campsites, and constructing a waste dump station for recreational vehicles at the Hamer Creek Recreation Site, Lower Salmon River, Idaho. Development would eliminate pollution of the Salmon River, provide for public safety, improve accessibility for the physically challenged and support the wild and scenic river designation.

- Phase I construction of the El Malpais Ranger/Visitor Contact Station, New Mexico. This project involves engineering design work, access road and parking lot construction, drilling and equipping of a water well, septic system installation, and providing electrical and telephone service to the site. In combination with Phase II, construction of the ranger station, this project enables BLM to meet its legislative management responsibility of monitoring use and providing a presence in this newly designated National Conservation Area.

- Installation of concrete vault toilets with handicapped access, expansion of parking areas and renovation of boat ramps at 3 recreation sites along the Yakima River in south-central Washington. This project provides proper sanitary facilities, safe boat ramps and prevents river bank erosion.

- Continued architectural and engineering design and planning work on the Oregon Trail Visitor Center at Flagstaff Hill near Baker, Oregon to facilitate preparation of a construction contract.

- Phase II construction at the BLM Alaska Fire Service Smokejumper facility at Fort Wainright, Fairbanks, Alaska, including fire specialist and hotshot crew facilities and a mess hall.

- Construction and signing of the Kokapelli Mountain Bike Trail from Grand Junction, Colorado to Moab, Utah. Includes construction of new trail that will be tied into existing trails with the aid of route markers and signs, and development of parking and sanitary facilities at trailheads along the route.

- Completion of engineering survey and design work to enable reconstruction of the final 11 miles of Quail Hill Road from St. George, Utah to the Arizona Strip, with realignment and construction of 3 miles of hazardous road that traverses a narrow, steep canyon.

Support funding has been provided for engineering design services, contract preparation and administration, and project field review.

1991 program

BLM's ability to manage the Public Land and its resources effectively and responsibly is directly linked to its capability to serve the public, provide facilities to implement land use planning decisions, protect the health and safety of Public Land visitors and users, and protect important resource values. The proposed 1991 Construction program is a significant component in reaching that objective.

The construction program current law request for 1991 is $7,313,000. This includes $1,238,000 for projects that would be funded under the Department-wide *America the Beautiful* proposed new account if authorizing legislation were enacted. The 1991 program includes facilities for the following purposes: to enhance management of 3 congressionally designated areas; implement the President's *America the Beautiful* Initiative, the Secretary's *Maintaining Infrastructure - Legacy 99* Initiative, and the BLM *Recreation 2000* Initiative by funding varying degrees of rehabilitation construction work at 6 recreation sites to prevent resource damage and enhance recreation opportunities; provide for the health and safety of the public land user; enhance recreational opportunities through improved access; enable collection of fees as appropriate to offset the cost of management and maintenance at 3 recreation sites; and, provide adequate space, improve operating efficiency and service to the public at 3 office sites.

BLM has established the following hierarchy of criteria which the construction program should strive to address:

- Health and safety;
- Resource protection;
- New space requirements;
- Accessibility for the physically challenged;
- Access to the Public Land;
- Program efficiencies;
- Compliance with designated management responsibility; and
- Enhancement of fee collection capability.

During the past decade, public use of the Public Land and BLM facilities has grown dramatically, however, facility improvements have not kept pace with the public demand. BLM construction projects are important for the proper management of the Public Land, the health and safety of users, the prevention of resource damage, and the increased collection of recreation use fees.

As part of the *"Legacy 99"* component of the President's *America the Beautiful Initiative* to benefit the environment and enhance recreation opportunities, the BLM construction program request assuming enactment of proposed legislation is $7,520,000, an increase of $207,000 over the current law request. Of this amount, $1,445,000 would be appropriated to the new *America the Beautiful* account and then allocated to BLM. The expanded BLM construction program will provide healthy and safe conditions for the growing number of visitors participating in outdoor recreation activities on the Public Land. Construction projects also serve to protect fragile natural and cultural resources in heavily used areas. Facilities can be designed and placed to direct recreation use away from sensitive areas and to focus use in locations where it can be best supervised and monitored. In this way, the proposed funding will enable BLM to better manage recreation and limit use (where needed) to insure the future availability of the resource values sought after by the recreating public.

The proposed construction program also includes funding to implement the Secretary's complimentary *Maintaining Infrastructure - Legacy 99* Initiative, a multi-year program to maintain, repair, and rehabilitate the infrastructure facilities of the Department as part of Secretary Lujan's STEWARDSHIP agenda. This initiative will culminate in 1999, the 150th anniversary of the Department of the Interior, leaving a legacy for the 21st century. Included are projects to improve our service to the Public Land visitor, protect important natural and cultural resource values, rehabilitate and improve existing facilities and structures to provide for public safety and a productive work environment for our employees, and enrich the public's knowledge, appreciation and support of our multiple-use mission and rich natural heritage.

The Public Land offers recreational opportunities, natural resources and biological values that are nationally significant in their diversity, quantity, and quality. This significance has been recognized by the numerous Congressionally designated areas under BLM administration, such as National Conservation Areas, Wild and Scenic Rivers, National Scenic Areas and National Recreation Areas. The 1991 program provides facilities to permit wise management, use and protection of 3 of these national areas and to carry out the Congressional intent of special area designations.

The public's support and appreciation of thû BLM's multiple-use policies is directly related to our ability to provide new and replace existing facilities as the public demands and resource protection needs require. To this end, the program proposes construction of administrative offices and visitor contact centers for providing field assistance, emergency services, and information distribution.

26-624 O—90——10

The 1991 construction program includes the following projects, listed in priority order by initiative:

Project Location (State - District)	Project Title/ Description	1991 Request ($000s)
Current Law:		
Maintaining Infrastructure - Legacy 99 Initiative		
Nevada - Elko	Wilson Reservoir Recreation Site; construction of a campground, picnic area and boat launch.	400
California - Ukiah	King Range NCA Administrative Site; rehabilitation of a structure for a ranger station and administrative site.	100
New Mexico - Albuquerque	El Malpais Ranger Station; completion of Phase II including access and parking for trails, paving of parking areas and sidewalks, entrance and exit lanes off the main highway, and landscaping.	200
Idaho - Boise	Boise District Warehouse; construction of a 22,140 square foot warehouse with heavy equipment and electronics repair bays, and refrigerated storage for the regional fire rehab seed and shrub cache.	1,250
Nevada - Battle Mountain	Tonopah Resource Area Office; construction of a 7,000 square foot office with equipment storage and parking.	640
Utah - Cedar City	Escalante Multi-Agency Office; construction of a 6,000 square foot administrative building with parking.	150

Project Location (State - District)	Project Title/ Description	1991 Request ($000s)
Bureauwide	Project Survey and Design; engineering and other technical planning to support the accelerated effort to rehabilitate and repair facilities on the Public Land.	200
Subtotal *Maintaining Infrastructure - Legacy 99* Initiative	.....	2,940
Recreation 2000 **Initiative**		
Oregon - Salem	Yaquina Head Outstanding Natural Area Visitor Center; construction of a 15,000 square foot visitor/interpretive center, and reclamation and restoration of rock quarry sites.	3,135
Subtotal *Recreation 2000* Initiative	.....	3,135
America the Beautiful **Initiative**		
Various Areas	Projects from the America the Beautiful program. (See below.)	1,238
Subtotal *America the Beautiful*	.....	1,238
Total Current Law		7,313
Proposed Law:		
America the Beautiful **Initiative**		
California - Ukiah	King Range NCA Recreation Facilities; development of 2 campgrounds, trails, access roads, scenic overlook and signs.	[400]

Project Location (State - District)	Project Title/ Description	1991 Request ($000s)
California - Susanville	Birr Johnson Trail; reconstruction of portions of unsafe trail and paving of the Hobo Camp parking lot ($88), and construction and surfacing of an access road and paving of a parking area ($207).	[295]
Colorado - Grand Junction	Loma Boat Launch; development of a short access road, boat ramp, parking area and vault toilet on the Colorado River.	[30]
Nevada - Carson City	Sportsman's Beach Recreation Site; development of a campground, RV waste disposal station, boat ramp, and picnic area.	[430]
Idaho - Idaho Falls	Byington/Conant River Access; development of access roads, boat ramps, parking, toilets and streambank stabilization at two sites along the South Fork of the Snake River.	[130]
Utah - Cedar City	Paria Trailhead Station; construction of an 800 square foot ranger visitor contact station and 1,200 square foot residence.	[160]
Total *America the Beautiful* Projects	.....	[1,445] *

* Note: $1,238,000 of these projects would be funded by appropriations from the new *America the Beautiful* account if legislation to establish it is enacted. If it is not enacted BLM still proposes to fund this amount under the current law proposal.

BUREAU OF LAND MANAGEMENT
COMPREHENSIVE CONSTRUCTION TABLE

Park, Refuge, Site/Project title	Rank	Do we own land? y/n	Total Estim. Cost ($000)	Total Appropr. Thr. 90 a ($000)	FY 1991 BUDGET: Advance Planning Portion b ($000)	Project Planning Portion b ($000)	Construct. Portion ($000)	Can Phase or Phase More? c y/n	Est. Awd. Date d (1/4)	Will 91 $ Compl? y/n	Post 91 Needs? ($000)	Remarks
El Malpais Ranger Sta. (NM)	1	y	200	620c	[20]	200	n	2	y			Project completes work initiated in FY 1990.
King Range NCA Administrative Site (CA)	2	y	100	[5]	[10]	100	y	2	n			Project is proposed in conjunction with construction of campground & scenic overlook described under priority #3.
King Range NCA Recreation Facilities (CA)	3	y	400		[25]	[40]	400	y	2	n	800	This is a companion project with the King Range NCA Admin. site described under priority #2. Remaining work ($800) includes construction at Black Beach & Mattole Rec. Site.
Escalante, Resource Area Office (UT)	4	y	150			[10]	150	n	3	y		Multi-agency effort to develop a combined NPS-FS-BLM office to manage an area of SE Utah.
Byington/Conant River Access Sites (ID)	5	y	130		[5]	[10]	130	n	3	y		
Alex Johnson Trail (CA)	6	y	88	45c	[2]	[10]	88	y	2	y		Partial site development in conjunction with access road reconstruction & parking lot development referenced under priority #7.

Park, Refuge, Site/Project title	Rank	Do we own land? y/n	Total Estim. Cost ($000)	Total Appropr. Thr. 90 a ($000)	FY 1991 BUDGET: Advance Planning Portion b ($000)	Project Planning Portion b ($000)	Construct. Portion ($000)	Can Phase or Phase More? c y/n	Est. Awd. Date d (1/4)	Will 91 $ Compl? y/n	Post 91 Needs? ($000)	Remarks
Bizz Johnson Trail Access (CA)	7	y	207	45c	[3]	[15]	207	y	2	y		See Bizz Johnson Trail, priority #6.
Tonopah Resource Area Office (NV)	8	y	640		[25]	[40]	640	n	3	y		Replaces inadequate BLM area office facility.
Yaquina Head ONA Visitor Center (OR)	9	y	3,135	2,450c	[25]	[300]	3,135	n	2	y		Project completes work initiated in the natural area in FY 1989.
Paria Trailhead (UT)	10	y	160		[30]	[30]	160	n	3	y		
Wilson Reservoir Recreation Site (NV)	11	y	400		[17]	[20]	400	n	3	y		
Boise District Warehouse (ID)	12	y	1,250			[10]	1,250	n	2	y		Project finalizes a District office site plan that includes an administrative office building that was completed in 1979.
Sportsmans Beach Recreation Site (NV)	13	y	430		[20]	[30]	430	n	3	y		
Lone Boat Launch (CO)	14	y	30			[5]	30	n	2	y		

a Indicate Advance Planning (a), project planning (p), and construction (c).
b If included elsewhere in request, so indicate.
c Explain under remarks.
d Indicates 1-1st quarter; 2-2nd quarter; 3-3rd quarter; 4-4th quarter of Fiscal year 1991.
[ ] Indicates amounts funded in MLR appropriation. In several cases planning was done earlier, so amounts represent such things as planning review and contract administration.

Justification for 1991 BLM Construction Projects

FY 1991 construction projects are described in priority order by initiative.

America the Beautiful Initiative

Title: King Range NCA Recreation Facilities

State: California

District: Ukiah

Location: 16 miles west of Garberville, in Humboldt County, northwest California

Estimate: $400,000

Description: Construction in the King Range National Conservation Area of campgrounds at Nadelos and Wailaki, including 3 restrooms, 30 campsites, a potable water system, 3 miles of trail, access roads, and family camping unit, all of which will be accessible to the physically challenged. Included is a scenic overlook at Paradise Ridge. In addition to these major components, 4 NCA entrance signs and 12 information/direction signs will be replaced. This project will enable BLM to provide essential visitor services, disseminate information about current trail and backcountry conditions, and effectively monitor visitor use as per the intent of Congressional designation. Campground fees will be collected.

Title: Byington/Conant (South Fork, Snake River) Access Sites

State: Idaho

District: Idaho Falls

Location: Approximately 20 miles east of Idaho Falls, along the South Fork of the Snake River, in Bonneville County, eastern Idaho

Estimate: $130,000

Description: Included are boat ramps, parking, access roads, toilets, picnic facilities, signs, and revegetation and bank stabilization at the two most heavily used boat launch sites on the scenic, heavily fished, South Fork of the Snake River. This project meets several important public health and safety needs, including: eliminating water pollution by replacing deteriorated toilet facilities located too close to the river; replacing undercut, unstable boat ramps that can strand a tow vehicle and trailer; and, providing adequate parking and access to meet current and anticipated demand while excluding vehicles from those areas that are heavily used by people. Project work will enable the BLM to meet management commitments outlined in the Snake River Special Recreation Area Management Plan and enable the agency to properly manage this designated Area of Critical Environmental Concern. Development accommodates *America the Beautiful* goals by providing environmental protection while enhancing recreational opportunities.

Title: Bizz Johnson Trail

State: California

District: Susanville

Location: 3/4 mile west of Susanville, in Lassen County, northeastern California

Estimate: $88,000

Description: Partial site improvement to provide safe public access to the Susan River and accommodate increasing use of the Bizz Johnson Trail, a component of the National Trails System (National Trails System Act, Amendment P.L. 98-11). Includes replacement and repair of wooden ceiling and wall structural members in the east and west tunnels along the trail to eliminate the danger of falling rock and provide for public safety. Approximately 800 feet of internal drains will be constructed within the tunnels in order to control water and maintain a safe and useable condition. Project also includes interpretive and directional signs and 14 day use picnic sites. This project implements decisions outlined in a joint BLM/Forest Service Recreation Area Management Plan. This project supports *America the Beautiful* by providing for visitor health and safety and providing access to enable the public to enjoy their Public Land resources. Fees will not be collected due to the inability to control access to the area.

Title: Paria Trailhead Station Complex

State: Utah

District: Cedar City

Location: 47 miles east of Kanab, in Kane County, southeast Utah

Estimate: $160,000

Description: Development of an 800-square foot visitor contact/ranger station consisting of office space, reception area and restrooms and a 1,200 square-foot ranger residence to enable effective administration of the Paria Canyon-Vermilion Cliffs Wilderness, the largest designated wilderness area administered by BLM. This project will provide for the safety of visitors and protection of natural resources by constructing adequate facilities for on-site visitor assistance, flash flood monitoring, area administration including monitoring of backcountry wilderness use and general maintenance operations. This project will enhance recreational opportunity and ensure protection of resource values in this designated Wilderness Area consistent with *America the Beautiful* goals.

Title: Sportsman's Beach Recreation Site

State: Nevada

District: Carson City

Location: 80 miles southeast of Reno, in Mineral County, west-central Nevada

Estimate: $430,000

Description: This project includes development of a 50-unit campground, 8 restrooms, well with 10,000-gallon water storage tank, RV waste disposal station, boat ramp and picnic area along the shore of 60 square mile Walker Lake. Development plans are consistent with decisions contained in the Walker Resource Management Plan and site specific goals outlined in the Walker Lake Special Recreation Area Management Plan. This project provides: toilet and RV waste stations to alleviate water pollution problems, including those associated with the discharge of RV holding tank wastes along the lake shore; safe boat launch facilities to halt indiscriminate vehicle use along the shoreline; a reliable water system; and, properly constructed, safe access roads to halt people-vehicle conflicts in picnic and camping areas. This project meets the objectives of *America the Beautiful* by protecting resource values, providing for public health and safety, and furnishing visitor services and facilities to meet existing demand. Fees will be collected.

Title: Loma Boat Launch Site

State: Colorado

District: Grand Junction

Location: 1 mile north of Loma, in Mesa County, west-central Colorado

Estimate: $30,000

Description: Reconstruction of an access road, boat ramp, and parking area that have been established through public use rather than proper design and provision of a vault toilet and interpretive kiosk on the Colorado River in Ruby Canyon. Development goals are outlined in the Ruby Canyon Recreation Area Management Plan. Present demand exceeds the capacity of existing facilities. Proposed development would provide additional launch facilities, sufficient parking and restrooms to curtail resource damage resulting from random and indiscriminate uses caused by the lack of adequate facilities. Public safety will be provided for as the parking area will separate vehicle use from picnic and fishing areas, a properly designed and located boat ramp will curtail random and unsafe launching along the river bank, and the restroom will curtail indiscriminate use of the shoreline as a bathroom. Fees will not be collected. Supports *America the Beautiful* by protecting environmental values, providing for public health and safety and enhancing recreation opportunities.

Title: Bizz Johnson Trail

State: California

District: Susanville

Location: 3/4 mile west of Susanville, in Lassen County, northeastern California

Estimate: $207,000

Description: Reconstruction of an access road to eliminate steep grades and blind curves to provide safe public access to the Susan River and accommodate increasing use of the Bizz Johnson Trail, a component of the National Trails System (National Trails System Act, Amendment P.L. 98-11). Project also includes paving of the Hobo Camp parking lot that was constructed in 1990, and installation of post and cable parking barriers. This work represents the final components of the Bizz Johnson Trail project, the initial phase of which is described earlier in the 1991 construction program.

Maintaining Infrastructure - *Legacy 99* Initiative

Title: El Malpais Ranger Station-Phase II

State: New Mexico

District: Albuquerque

Location: 9 miles south of Interstate 40 on State Route 117, Cibola County, east central New Mexico in the El Malpais NCA

Estimate: $200,000

Description: The 2,500-square foot ranger station will provide living quarters for personnel and will enable BLM to monitor activities, provide information about backcountry use and conditions, and provide an administrative presence in the El Malpais National Conservation Area. This facility will also provide a focal point for public contact and interpretive opportunities. Included in the last half of Phase II is completion of all exterior and interior finish work on the ranger station, landscaping of the grounds, construction of the access road and parking area for the main trailhead, paving the La Ventana Arch parking area, construction of the main highway entrance/exit lanes and contract preparation and supervision. This proposal is consistent with the requirement in Public Law 100-225 which established the NCA, that BLM provide a presence in and monitor activities in the NCA. This project supports *Maintaining Infrastructure - Legacy 99* by assuring protection of significant resource values, providing for public safety, and enhancing opportunities for access to the Public Land.

Title: King Range NCA Administrative Site

State: California

District: Ukiah

Location: 16 miles west of Garberville, in Humboldt County, northwest California

Estimate: $100,000

Description: Construction in the King Range National Conservation Area to establish a ranger station-residence at Caluna Cliffs from a trespass cabin that was seized during a drug raid. The cabin will be renovated to meet building code including upgrading of the insulation, wiring, plumbing, water and septic systems, site grading, and parking. An administrative site/visitor contact station will be constructed adjacent to the main road near Briceland. This facility will consist of a small office, reception/information area, interpretive display, parking lot and short access road. This facility will enable BLM to disseminate information about current trail and backcountry conditions, and effectively monitor visitor use as per the intent of Congressional designation. This will also provide an administrative base from which BLM can maintain an on-the-ground law enforcement presence to curtail illegal marijuana cultivation within the NCA.

Title: Escalante Resource Area Multi-Agency Office Complex

State: Utah

District: Cedar City

Location: 2 miles west of Escalante, in Garfield County

Estimate: $150,000

Description: Construction of a 6,600-square foot multi-agency administrative building that will replace the existing unsanitary, badly deteriorated, poorly insulated, esthetically depressing BLM Area Office facility. This is a joint project of 3 Federal agencies - the BLM, NPS, and Forest Service. The total project cost is $350,000 with BLM providing $150,000 plus the land site for the facility, Forest Service providing $150,000 plus survey and design work in 1990, and Park Service providing $50,000 toward facility construction. This project would improve the operating efficiency and service to the public of Federal agencies by having one central facility from which the BLM, National Park Service and Forest Service would administer such nationally prominent areas as Glen Canyon National Recreation Area and important areas on Public Land such as Calf Creek Campground, wilderness study areas along the Escalante River and Kaiporiwitz Plateau and other important cultural resources, and recreation areas in southeastern Utah. On-the-ground service to the public would be enhanced such as provision of current weather, backcountry travel, and campground conditions. Employee safety would be accommodated by providing an administrative office with adequate space, a roof that does not leak, and plumbing and wiring that meet current building code. The new facility would improve coordination among the agencies involved and greatly enhance the professional image of Federal resource management agencies with the general public, especially recreational visitors to southeastern Utah.

Title: Tonopah Resource Area Office

State: Nevada

District: Battle Mountain

Location: 1 mile south of Tonopah along U.S. Hwy 95, in Nye County, west central Nevada

Estimate: $640,000

Description: Replacement of 25-year old galvanized sheet metal military buildings with a 7,000 square foot facility that would adequately house all Area Office employees, more effectively serve the using public, provide parking for the public, employees and BLM vehicles, and provide for on-site equipment and materials storage. The new facility would be located on Public Land. The present complex has no storage building or covered area for equipment storage, necessitating parking vehicles out in the weather. Due to the storage problem, heavy materials such as fencing, culverts, posts, gates, etc. must be stored at the district office, some 200 miles away. Parking poses a safety hazard as vehicles must be backed out onto the main highway when leaving the complex. Excessively steep sidewalks would be replaced, eliminating the hazard to both employees and the public of slipping and falling on the ice in the winter. The heating system is inadequate necessitating the use of space heaters in the bathrooms in the winter to keep pipes from freezing. Both lighting and plumbing fail to meet current building code standards. There is no room for and adequate air conditioning to protect computer equipment. No facilities exist to serve handicapped personnel or visitors.

Title: Wilson Reservoir Recreation Site

State: Nevada

District: Elko

Location: 65 miles northwest of Elko, in Elko County, northeastern Nevada

Estimate: $400,000

Description: Construction of a 35-unit campground, 8 picnic sites, boat ramps and dock, 3 restrooms, drinking water system and service road network on the shore of 800-acre Wilson Reservoir, a popular, heavily used fishing spot. Development is in conformance with planning decisions contained in the Elko Resource Management Plan and Wilson Reservoir Recreation Area Management Plan. This project supports *Maintaining Infrastructure - Legacy 99* by assuring protection of significant resource values, providing for public safety, and furnishing access to the public land. Fees will be collected upon completion of construction. Specific measures provided by this construction and rehabilitation project include: replacement of existing fiberglass outhouses that have

become loosened from their mounting base and are beyond repair; upgrading of the potable water system to meet current demand; completion of a trailer/RV waste disposal system to eliminate pollution of the reservoir and loss of fishery as well as eliminate black water dumping along the access road; improvement of the grade and provision of an all weather surface along BLM access road #1094 to prevent motor homes and other vehicles from sliding off of the slippery clay surface; replacement of loosened and missing metal tread on an existing boat ramp; and, provision of access for the physically challenged.

Title: Boise District Warehouse

State: Idaho

District: Boise

Location: City of Boise, Ada County

Estimate: $1,250,000

Description: Construction of a warehouse with 22,140 square feet of storage space and 6,600 square feet of covered parking space adjacent to the Boise District Office building. This facility was originally scheduled for construction immediately following completion of the District Office in 1979. To solve immediate storage problems, 6 temporary trailers and a metal shed were moved onto the new District office site to store small and daily use items. Larger items, seed and an equipment repair shop are housed across town at a facility that is provided by the U.S. Geological Survey through a use option agreement. This agreement expires in 1993. The present arrangement poses logistical, security, safety and cost efficiency problems.
The proposed facility will provide storage for all district fire support supplies, general warehouse supplies, equipment and electronics repair shops, Idaho State Office cadastral survey equipment, as well as regional emergency fire rehab seed storage capability for Idaho and surrounding Great Basin states. Public health and safety would benefit as deliveries to the District Office site, located in a warehouse area on the edge of town, would remove semi trucks from congested traffic areas. BLM's operational efficiency would improve as co-locating these two portions of the district office complex would save the time spent commuting between offices for field crews and warehouse personnel, as well as improve the management and security of warehouse stores.

Recreation 2000 Initiative

Title: Yaquina Head Outstanding Natural Area Visitor Center

State: Oregon

District: Salem

Location: 90 miles southwest of Portland, in Lincoln County

Estimate: $3,135,000

Description: The BLM-managed Yaquina Head Outstanding Natural Area (ONA) is located along the central Oregon coast. Construction of a 15,000 square foot visitor center for the Yaquina Head ONA will accommodate the 750,000 to 1,000,000 annual visitors to this Congressionally designated area managed by BLM. Major functional areas in the year-round operating facility will include office/administration, reception/information areas, restrooms, audio-visual, interpretive displays, meeting and storage rooms. Potable water will be provided and adequate sanitation facilities will be provided to accommodate visitation levels that greatly exceed the capacity of the 4 existing portable chemical toilets. Vehicle traffic will be routed away from near vertical cliffs and steep sea walls. Access to water, toilets and interpretive facilities will be provided for the physically disadvantaged. Also included are plans for reclamation and restoration of rock quarry sites as required by P.L. 96-199 which established the ONA and outlined administration and restoration requirements. This project supports *Recreation 2000* by providing for resource protection, visitor health and safety, and implementation of management and rehabilitation actions as required by P.L. 96-199.

Justification of Program and Performance

Activity: Access
Subactivity: Access and Easement Acquisition

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,300	1,283	1,358	1,370	+12
(FTE)	(30)	(30)	(30)	(30)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	1,300	-17	1,283

The impact of the reduction pursuit will be a reduction of one easement acquired and the associated administrative costs of that acquisition.

Authorization

43 U.S.C. 1701, 1715, 1762 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* authorizes the Secretary of the Interior to manage Public Lands on a multiple-use basis and to acquire by purchase, exchange, donation or eminent domain, access to Public Lands as necessary to manage those lands or interests in lands.
P.L. 84-171	The *Timber Access Road Act of July 26, 1955,* authorizes acquiring access to timber roads.
40 U.S.C. 257	The *Act of August 1, 1888,* as amended, provides condemnation authority.

Objective

The objective of the access program is to provide public access to Federal lands for appropriate uses by acquiring the necessary legal rights (easements for road and trail access) over non-Federal lands that are essential to implement planned BLM resource management programs to provide access to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system segments, wilderness/wilderness study areas, and wild and scenic rivers).

Base program

The 1991 Base funding level for the access program is $1,358,000 and 30 FTE.

Because of the checkerboard and intermingled land ownership patterns in many parts of the West, Federal lands are often inaccessible for multiple-use or specific resource management activities because of a lack of easements to cross intervening properties. Areas or parcels that are "landlocked" by

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private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners. In many cases, it is necessary for BLM to acquire legal access to Public Land from the surrounding non-Federally owned lands in order for the general public and for the BLM to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of the Public Land.

To obtain access, the BLM must survey to locate the existing or proposed road, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses. Most complaints for additional access are received from recreational users of the Public Land.

At the Base level, only the highest priority access problems will be addressed and 131 easements are planned to be acquired. Priority acquisitions will be those that provide multiple resource uses such as recreation and forestry uses. About 64 of these easements will be for multiple-use purposes (for example, recreation, range, or wildlife) and 67 of these access acquisitions will facilitate predominantly forestry use of Public Land.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	1,358	1,370	+12
(FTE)	(30)	(30)	(---)

An increase of $12,000 is needed to acquire one easement in support of the *Recreation 2000* objectives of ensuring legal and physical access to priority recreation management areas and improve opportunities for public enjoyment of the Public Land.

Access Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Easements acquired (#)	131	130	131	132	+1

Distribution of change by object class

The object class detail for the proposed increase of $12,000 is as follows:

	FTE	Amount
Lands and structures	---	12,000
Total		$12,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Construction and Access

Object Class		1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	25	969	34	1294	9	325
11.3	Positions other than permanent	5	108	6	145	1	37
11.5	Other special compensation		0		21		
	Total personnel compensation	30	1077	40	1460	10	383
	Other Objects						
12.1	Personnel benefits		155		207		52
21.1	Travel and transportation of persons		82		110		28
22.0	Transportation of things		10		42		32
23.2	Rental payments to others		10		22		12
23.3	Communications, utilities, and miscellaneous charges		5		65		60
24.0	Printing and reproduction		2		10		8
25.0	Other services		2		750		748
26.0	Supplies and materials		10		115		105
31.0	Equipment		5		25		20
32.0	Lands and structures				5877		5877
	Total Requirements		1358		8883		7325

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
SUMMARY OF BUDGET AUTHORITY AND OUTLAYS
(in thousands of dollars)

	FY 1989	FY 1990	FY 1991
Enacted/requested:			
Budget authority	6,607	8,538	8,683
Outlays	3,222	5,190	7,969
Proposed for later transmittal under proposed legislation:			
Budget authority	0	0	(1,238)
Outlays	0	0	(310)
Total:			
Budget authority	6,607	8,538	7,445
Outlays	3,222	5,190	7,659

STANDARD FORM 300
July 1984, Bureau of the Budget
Circular No. A-11, Revised.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code 14-1110-0-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Program by activities:			
Direct program:			
00.01 Construction	3,029	9,900	7,313
00.02 Access	1,459	1,000	1,370
10.00 Total obligations	4,488	10,900	8,683
Financing:			
17.00 Recovery of prior year obligations	(42)	0	0
21.40 Unobligated balance available, start of year	(1,557)	(3,718)	(1,356)
24.40 Unobligated balance available, end of year	3,718	1,356	1,356
39.00 Budget authority	6,607	8,538	8,683
40.00 Appropriation	5,431	5,961	8,683
40.00 Appropriation..(Reduction pursuant to P.L. 99-177)	0	(79)	0
41.00 Transferred to other accounts	(4,824)	0	0
42.00 Transferred from other accounts	6,000	2,656	
43.00 Appropriation (adjusted)	6,607	8,538	8,683
Relation of obligations to outlays:			
71.00 Obligations incurred, net	4,488	10,900	8,683
72.40 Obligated balance, start of year	899	2,125	7,835
74.40 Obligated balance, end of year	(2,125)	(7,835)	(8,549)
77.00 Adjustments in expired accounts	2	0	0
78.00 Adjustments in unexpired accounts	(42)	0	0
90.00 Outlays	3,222	5,190	7,969

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code 14-1110-0-1-302		89 actual	90 estimate	91 estimate
	BUREAU OF LAND MANAGEMENT			
	Personnel compensation:			
11.1	Full-time permanent	1,271	1,250	1,294
11.3	Other than full-time permanent	144	140	145
11.5	Other personnel compensation	10	20	21
11.9	Total personnel compensation	1,425	1,410	1,460
12.1	Civilian personnel benefits	211	200	207
21.0	Travel and transportation of persons	110	115	110
22.0	Transportation of things	38	40	42
23.2	Rental payments to others	14	20	22
23.3	Communications, utilities, and miscellaneous charges	59	60	65
24.0	Printing and reproduction	6	10	10
25.0	Other services	619	700	750
26.0	Supplies and materials	116	120	115
31.0	Equipment	26	25	25
32.0	Land and structures	672	7,960	5,877
99.0	Total BLM direct obligations	3,296	10,660	8,683

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code 14-1110-0-1-302		89 actual	90 estimate	91 estimate
	FEDERAL HIGHWAY ADMINISTRATION			
	Personnel compensation:			
11.1	Full-time permanent	18	35	0
11.3	Other than full-time permanent	3	5	0
11.9	Total personnel compensation	21	40	0
12.1	Civilian personnel benefits	2	5	0
21.0	Travel and transportation of persons	2	5	0
22.0	Transportation of things	5	0	0
23.3	Communications, utilities, and miscellaneous charges	1	0	0
25.0	Other services	62	0	0
26.0	Supplies and materials	1	0	0
32.0	Land and structures	1,098	190	0
99.0	Subtotal, obligations, allocation accounts, direct	1,192	240	0
99.99	Total obligations, Construction and Access	4,488	10,900	8,683
	Obligations are distributed as follows:			
	Interior, Bureau of Land Management	3,296	10,660	8,683
	Transportation--Federal Highway Administration	1,192	240	0

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESSS
Personnel Summary

Identification code 14-1110-0-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions	35	33	34
Total compensable workyears: Full-time equivalent employment	41	39	40
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078
FEDERAL HIGHWAY ADMINISTRATION			
Total number of full-time permanent positions	1	1	0
Total compensable workyears: Full-time equivalent employment	1	1	0
Average GS grade	9.30	9.30	0
Average GS salary	29,874	30,986	0

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
(Proposed for later transmittal, proposed legislation)
Program and Financing (in thousands of dollars)

Identification code 14-1110-2-1-302	89 actual	90 estimate	91 estimate
Program by activities:			
10.00 Construction projects (Total obligations) (Object class 32.0)	0	0	(1,238)
Financing:			
40.00 Appropriation	0	0	(1,238)
Relation of obligations to outlays:			
71.00 Obligations incurred, net	0	0	(1,238)
74.40 Obligated balance, end of year	0	0	928
90.00 Outlays	0	0	(310)

Appropriation Summary Statement

Appropriation: Payments in Lieu of Taxes

This appropriation provides for payments in lieu of taxes to counties and other units of general local governments for lands located within their boundaries which are administered by BLM, the Forest Service, the National Park Service, and certain other agencies, under the authority of 31 U.S.C. 6901-07.

The law provides for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act; or a payment of 10 cents per acre, whichever is greater. However, the payment of each recipient may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970 as additions to the National Park System or National Forest Wilderness Areas, and for any land or interests in lands owned by the Government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586).

The 1991 request for Payments in Lieu of Taxes is $105,000,000, the same amount as 1990, which will provide the full level of payments to all units of general local government as authorized under current statutory formulas.

Appropriation Language Sheet

Payments in Lieu of Taxes

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), $105,000,000, of which not to exceed $400,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Appropriation: Payments in Lieu of Taxes

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907), $105,000,000.

31 U.S.C. 6901-07

31 U.S.C. 6901-07 provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed $400,000 shall be available for administrative expenses.

P.L. 101-121

P.L.101-121, the 1990 Appropriations Act for the Department of the Interior and Related Agencies, provides such funding authority in 1990.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: PAYMENTS IN LIEU OF TAXES

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990			1	105000
REDUCTION PURSUANT TO P.L. 99-177			0	0
ADJUSTED APPROPRIATION, 1990			1	105000
ADJUSTMENTS TO BASE:				
TOTAL ADJUSTMENTS TO BASE			0	0
1991 BASE BUDGET			1	105000
Program Changes (Changes to base budget, detailed below)			0	0
TOTAL REQUIREMENTS (1991 estimate)			1	105000

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted to Date FTE	1990 Enacted to Date Amount	PL99-177 Reduct Amount	1990 Adjusted Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp FTE	Inc./Dec. from 1990 Approp Amount	Inc./Dec from 1990 Adj Approp Amount	Inc./Dec. from 1991 Base FTE	Inc./Dec. from 1991 Base Amount
Payments in Lieu of Taxes	1	105000	1	105000	0	105000	1	105000	1	105000	0	0	0	0	0

Justification of Program and Performance

Appropriation: Payments in Lieu of Taxes

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	105,000	105,000	105,000	105,000	---
(FTE)	(1)	(1)	(1)	(1)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	105,000	---	105,000

There was no reduction in this account pursuant to PL 99-177.

Authorization

31 U.S.C. 6901-6907 P.L. 97-258	The *Payment-In-Lieu of Taxes Act of 1976* as amended authorizes and directs the Secretary of the Interior to make a payment for each fiscal year to each unit of local general government in which entitlement land . . . is located."

Objectives

The objectives of the Payment in Lieu of Taxes (PILT) program are to:

- Determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- Make payments, to the extent that funds are available, to all qualified recipients.

1991 program

Public Law 97-258, as amended (31 U.S.C. 6901-07), commonly referred to as the "Payment In-Lieu of Taxes Act", provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments that local governments may be receiving. Payments received under the Act may be used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make several types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

"Entitlement Land" Payments

31 U.S.C. 6901 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest

System and the National Park System; lands administered by the Bureau of Land Management (except for Oregon & California Grant Lands, and the revested and reconveyed Coos Bay Wagon Roads, both of which are provided for through separate revenue sharing laws); lands dedicated to the use of Federal water resource development projects; dredge disposal areas under the jurisdiction of the Army Corps of Engineers; and, effective in 1979, National Wildlife Refuge Areas withdrawn from the Public Domain; inactive and semi-active Army installations used for non-industrial purposes; and certain lands donated to the United States Government by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the PILT program is the higher of either of the following alternatives:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local government and are not deducted from the payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

(a) Department of Agriculture Appropriations Act of 1908, (35 Stat. 251, 16 U.S.C. 500);

(b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);

(c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);

(d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);

(e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);

(f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

(g) The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);

(h) The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);

(i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);

(j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and

(k) Refuge Revenue Sharing Act of 1978, (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at $50 per capita (for population of up to 5,000) and rising to a maximum payment of $1,000,000. Under Alternative (1), if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, reductions for other Federal land payments received are made from the ceiling, not from the 75 cents per acre figure.

Section 6904 Payments

31 U.S.C. 6904 authorizes payments for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 6901. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 6904 payments for each acquisition are to be made annually for 5 years following each acquisition.

Federal payments of $100 or more made under section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

Section 6905 Payments

31 U.S.C. 6905 authorizes payments for any lands or interests in lands owned by the Government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586, 94 Stat. 3383). Section 6905 payments will continue beyond the 5-year limitation. These payments will continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year in which the property was acquired by the Federal Government.

Administrative Expenses

Up to $400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with other Federal land-managing agencies, communications with State governors, offices and counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
SUMMARY OF PAYMENTS BY STATE

STATE	1989 PAYMENT
Alabama	$ 118,079
Alaska	5,532,754
Arizona	8,276,434
Arkansas	1,108,891
California	10,924,021
Colorado	6,820,584
Connecticut	18,272
Delaware	4,627
District of Columbia	5,207
Florida	1,020,826
Georgia	631,401
Guam	2,477
Hawaii	36,263
Idaho	7,588,136
Illinois	219,611
Indiana	167,923
Iowa	127,491
Kansas	338,195
Kentucky	575,421
Louisiana	154,384
Maine	73,909
Maryland	36,738
Massachusetts	51,950
Michigan	1,302,362
Minnesota	882,904
Mississippi	384,912
Missouri	1,119,475
Montana	8,175,077
Nebraska	356,083
Nevada	6,103,596
New Hampshire	211,602
New Jersey	35,024
New Mexico	10,598,873
New York	40,393
North Carolina	1,294,200
North Dakota	552,906
Ohio	146,405
Oklahoma	780,986
Oregon	2,899,181
Pennsylvania	216,830
Puerto Rico	7,827
South Carolina	130,421
South Dakota	1,673,674
Tennessee	469,004
Texas	1,282,919
Utah	9,266,606
Vermont	233,297
Virgin Islands	80,417
Virginia	1,221,032
Washington	1,430,437
West Virginia	845,186
Wisconsin	372,031
Wyoming	7,856,811
TOTAL	$103,854,065

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Payments in Lieu of Taxes

Object Class		1991 Base and Estimate FTE	1991 Base and Estimate Amount
11.	Personnel compensation:		
11.1	Permanent positions	1	44
	Total personnel compensation	1	44
	Other Objects		
12.1	Personnel benefits		7
23.2	Rental payments to others		2
24.0	Printing and reproduction		5
25.0	Other services		230
26.0	Supplies and materials		2
41.0	Grants, subsidies, and contributions		104710
	Total Requirements		105000

STANDARD FORM 300
July 1956, Bureau of the Budget
Circular No. A-11, Revised.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code 14-1114-0-1-806	1989 actual	1990 estimate	1991 estimate
Program by activities:			
10.00 Total obligations	104,152	105,000	105,000
Financing:			
25.00 Unobligated balance lapsing	848	0	0
40.00 Budget authority (Appropriation)	105,000	105,000	105,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net	104,153	105,000	105,000
72.40 Obligated balance, start of year	156	160	0
74.40 Obligated balance, end of year	(160)	0	0
77.00 Adjustments in expired accounts	(50)	0	0
90.00 Outlays	104,099	105,160	105,000

STANDARD FORM 300
July 1954, Bureau of the Budget
Circular No. A-11, Revised.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code 14-1114-0-1-806		FY 89 actual	FY 90 estimate	FY 91 estimate
11.1	Personnel compenstation: Full-time permanent	58	42	44
12.1	Civilian personnel benefits	8	6	7
23.2	Rental payments to others	0	2	2
24.0	Printing and reproduction	2	5	5
25.0	Other services	230	230	230
26.0	Supplies and materials	0	5	2
41.0	Grants, subsidies, and contributions	103,854	104,710	104,710
99.9	Total obligations	104,152	105,000	105,000

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code 14-1114-0-1-806	FY 89 actual	FY 90 estimate	FY 91 estimate
Total number of full-time permanent positions	1	1	1
Total compensable workyears: Full-time equivalent employment	1	1	1
Average GS grade	9.30	9.30	9.30
Average GS salary	28,874	30,986	32,078

Appropriation Summary Statement

Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters, or interests therein, essential to improving the manageability of the Public Land and to purchase or make equalization payments for land exchanges in response to specific Acts of Congress.

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called *"America the Beautiful."* The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Under the Interior Department's portion of *"America the Beautiful,"* funding for the Bureau of Land Management will be provided in 1991 for the acquisition of lands which meet the objectives of enhancing recreation and protecting critical natural resources.

Both current funding and proposed increases for these activities will be included in a new Department-wide *"America the Beautiful"* account subject to annual appropriations. Therefore, the "current law" amount is the same as the 1990 adjusted appropriation, $12,556,000; which is also the 1991 President's Budget request if the *"America the Beautiful"* legislation is not enacted by Congress. This justification is prepared on a "current law" basis with the *"America the Beautiful"* increment displayed as non-add amounts.

If the *"America the Beautiful"* program is approved by the Congress, the Bureau of Land Management will receive $24,278,000, an increase of $11,722,000 over the "current law" request, from the new *"America the Beautiful"* account.

Appropriation Language Sheet

Land Acquisition

For expenses necessary to carry out the provisions of Sections 205, 206 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interest therein, [$12,610,000] ***$12,556,000,*** to be derived from the Land and Water Conservation Fund, to remain available until expended.

(16 U.S.C. 460(1), 460(y), 43 U.S.C. 1715, 43 U.S.C. 1716, 43 U.S.C. 1748; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Bureau of Land Management

Appropriation: Land Acquisition

1. For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interests therein, [$12,610,000] ***$12,566,000***, to be derived from the Land and Water Conservation Fund, to remain available until expended.

16 U.S.C. 460(l)
16 U.S.C. 460(y)
43 U.S.C. 1715
43 U.S.C. 1716
43 U.S.C. 1748
P.L. 101-121

16 U.S.C. 460(l) provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area (NCA) and are to remain available until expended.

16 U.S.C. 460(y) authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area (NCA).

43 U.S.C. 1715 FLPMA Section 205 authorizes the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

43 U.S.C. 1716 FLPMA Section 206 authorizes the exchange of Public Lands when the exchange serves the public interest.

43 U.S.C. 1748 FLPMA Section 318(d) authorizes the Secretary of the Interior to use the Land and Water Conservation Fund to purchase lands necessary for proper management of Public Lands which are primarily of value for outdoor recreation purposes.

Public Law 101-121, the 1990 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for BLM programs in 1990.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: LAND ACQUISITION

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990			20	12610
REDUCTION PURSUANT TO P.L. 99-177			0	-54
ADJUSTED APPROPRIATION, 1990			20	12556
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177		5		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE		25		
ADJUSTMENT FOR ONE TIME ACQUISITION PROJECTS		-11461		
TOTAL ADJUSTMENTS TO BASE			0	-11431
1991 BASE BUDGET			20	1125
Program Changes (Changes to base budget, detailed below)			0	11431
TOTAL REQUIREMENTS (1991 ESTIMATE)			20	12556
PROPOSED LAW: AMERICA THE BEAUTIFUL			[+10]	[+11722]

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted to Date FTE	1990 Enacted to Date Amount	PL99-177 Reduct Amount	1990 Adjusted Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp. FTE	Inc./Dec. from 1990 Approp. Amount	Inc./Dec from 1990 Adj Approp Amount	Inc./Dec. from 1991 Base FTE	Inc./Dec. from 1991 Base Amount
1. Acquisition	0	11690	0	11510	-49	11461	0	0	0	11431	0	-79	-30	0	11431
2. Acquisition Management	29	600	20	1100	-5	1095	20	1125	20	1125	0	25	30	0	0
Total Requirements	29	12290	20	12610	-54	12556	20	1125	20	12556	0	-54	0	0	11431
Proposed Law: America the Beautiful...									[10]	[24278]				[+10]	[+11722] 1/

1/ Amount shown is increase over $12556 proposed in 91 Est. as current law America the Beautiful.

Justification of Base Adjustments

Land Acquisition

	FTE	($000)
Additional cost in 1991 of the 1991 pay raise.....	---	+25
The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. All of this amount is for the general schedule pay. The 1991 cost of the remaining 60 percent will be absorbed in FY 1991.		
Adjustment for 1990 effect of P.L. 99-177.....	---	+5
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
Adjustment for 1990 one time acquisition projects.....	---	-11,461
An adjustment is made to the base level to reflect the reduction of one time funding for acquisition projects in 1990.		
Total Adjustment to Base	---	-11,431

Budgetary Resources for Land Acquisition
BUREAU OF LAND MANAGEMENT

Account: Land Acquisition (14-5033-0-2-302)

FY 1990 Budgetary Status

Budget authority available:	*(dollars in thousands)*
Appropriation realized	$12,556
Prior-year unobligated balance brought forward.	3,154
Transferred from other accounts 1/	2,817
Total BA available for obligation	$18,527
Less anticipated obligations (by activity):	
1. Acquisition management	$ 1,095
2. Acquisitions	11,432
Total anticipated obligations	12,527
1991 Request	
Anticipated unobligated balance brought forward	$ 6,000
Plus increases proposed (by activity):	
1. Acquisition management	$ 1,125
2. Acquisitions	11,431
Total increase proposed	12,556
Total anticipated BA available for obligation	$18,556

1/ This transfer is full repayment of 1989 firefighting transfers made under section 102 of the 1989 Department of the Interior Appropriations Act.

BUREAU OF LAND MANAGEMENT

Analysis of Budgetary Resources by Activity

Account: Land Acquisition
(14-5033-0-2-302)

(dollars in thousands)

	1989 Actual	1990 Estimate	1991 Estimate	Dec. (-) Inc. (+) From 1990
1. Acquisition Management				
BA available for obligation:				
Appropriation	600	1,100	1,125	+25
Sequester	---	-5	---	+5
Unoblig. bal. brt. fwd.	---	---	---	---
Total BA available	600	1,095	1,125	+30
Less obligations	-600	-1,095	-1,125	-30
Unoblig. balance brt. fwd.	---	---	---	---
(FTE)	(29)	(20)	(20)	(---)
2. Acquisitions				
BA available for obligation:				
Appropriation	11,690	11,510	11,431	-79
Sequester	---	-49	---	+49
Unoblig. bal. brt. fwd.	+1,160	+3,154	6,000	+2846
Recovery of prior year obligations	+65	---	---	---
Transfers to (-) or from (+) other accounts	+863	+2,817	---	-2,817
Total BA available	13,778	17,432	17,431	-1
Less obligations	-10,624	-11,432	-11,431	+1
Unoblig. balance brt. fwd.	3,154	6,000	6,000	---
(FTE)	(---)	(---)	(10)	(+10)
Account Total:				
BA available for obligation:				
Appropriation	12,290	12,610	12,556	-54
Sequester	---	-54	---	+54
Unoblig. bal. brt. fwd.	+1,160	+3,154	+6,000	+2,846
Recovery of prior year obligations	+65	---	---	---
Transfers to (-) or from (+) other accounts	+863	+2,817	---	-2,846
Total BA available	14,378	18,527	18,556	+29
Less obligations	11,224	-12,527	-12,556	-29
Unoblig. balance brt. fwd.	3,154	6,000	6,000	---
(FTE)	(29)	(20)	(30)	(+10)

Justification of Program and Performance

Appropriation: Land Acquisition

(dollars in thousands)

Program Element		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Current Law:						
Acquisition Management	$	1,100	1,095	1,125	1,125	---
	(FTE)	(20)	(20)	(20)	(20)	(---)
Acquisition	$	11,510	11,461	---	11,431	+11,431
	(FTE)	(---)	(---)	(---)	(10)	(+10)
Total Requirements	$	12,610	12,556	1,125	12,556	+11,431
	(FTE)	(20)	(20)	(20)	(20)	(---)
Proposed Law:						Inc./Dec. Cur. Law
America the Beautiful						
	$				[24,278]	[+11,722]
	(FTE)				[(30)]	[(+10)]

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	12,610	-54	12,556

The reduction pursuant to PL 99-177 will be a reduction in support to each planned acquisition project which may result in the delay of some acquisition projects which cannot be divided into phases.

Authorization

43 U.S.C. 1715, 1748(d)
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d) of FLPMA).

16 U.S.C. 460(1), 460(y)
P.L. 95-352

The *King Range National Conservation Area Act of 1970*, as amended, authorizes acquiring lands or interests in lands, within the area and selected adjacent lands.

16 U.S.C. 460 (uu-21; P.L. 100-225

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, to authorize the Masau Trail, and for other purposes, authorizes acquiring lands and interests in lands within the area designated as the El Malpais National Conservation Area.

Objective

The objective of the Land Acquisition program is to improve the management of the Public Land and to carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands. Acquisition funds can be provided from either the Land and Water Conservation Fund (LWCF) or from the General Fund depending upon the terms of the actual appropriation.

1991 Program--Current Law

If the *America the Beautiful* program is not enacted, the current law request would be the same as that shown below under proposed law, except that $11,722,000 less in acquisition projects would be included.

1991 Program--Proposed Law:

Proposed Law: *America The Beautiful*
Changes to Current Law Resulting
from Proposed Legislation

(Dollars in thousands)

	1990 Current Law	1991 Proposed Law	Difference
$	12,556	24,278	+11,722
(FTE)	(20)	(30)	(+10)

The 1991 program under "proposed law" will be directed toward acquisition management of priority land acquisition projects and land acquisition of 31 of the highest priority projects. Each project was identified and ranked using the specific land acquisition criteria identified within the Department of the Interior. The following list of 31 projects within the "proposed law" proposal is ranked in priority order as determined using the Departmental criteria.

The 1991 program level also includes $1,125,000 for Acquisition Management. This funding provides the required technical, administrative and programmatic support for the acquisition of lands. This funding includes the costs of title services, appraisals, surveys and administrative and other labor services necessary to implement project acquisitions. This funding also is used for planning projects.

Also $1,500,000 is provided for "Emergencies, Hardships and Inholding Acquisitions." This funding provides for the acquisition of certain tracts of land within designated recreation or conservation project areas which might become available for acquisition upon short notice, or due to emergency circumstances. These acquisitions will prevent development or uses which may adversely impact resource values in the project areas or special areas and will facilitate implementation of the management objectives for the areas. This funding will enable the BLM to take advantage of "windows of opportunity" in the acquisition of important tracts as they become available or where

potential new property uses threaten resource values within a project area. Use of emergency funding will provide for, in certain cases, the acquisition of lands, before the lands can be converted to a higher commercial value use and become more expensive for acquisition.

The following 31 projects are included in the 1991 Proposed Law program and are summarized on individual narrative pages for each project. They are presented in priority order based upon the application of the Departmental land acquisition criteria.

1991 "Proposed Law" Acquisition Projects

Projects	Amount
1. North Fork American River, CA	$ 100,000
2. Upper Sacramento River, CA	800,000
3. San Pedro ACEC, AZ	770,000
4. New River ACEC, OR	1,500,000
5. South Fork Snake River, ID	1,300,000
6. Snake River Birds of Prey, ID	153,000
7. South Merced River, CA	250,000
8. Lower Salmon River ID	1,000,000
9. Eagle Lake, CA	400,000
10. Bonita Creek ACEC, AZ	330,000
11. Steens Mtns, OR	1,350,000
12. Big Wood River, ID	200,000
13. Owyhee River, OR/ID	1,320,000
14. Pizz Johnson Tr. CA	300,000
15. Santa Rosa Mountains, CA	1,500,000
16. King Range, CA	500,000
17. Carrizo Plains, CA	4,500,000
18. Desert Tortoise Natural Area, CA	200,000
19. White Mountains National Recreation Area, AK	410,000
20. Blackwell Island, ID	250,000
21. Cache Cr. CA	1,500,000
22. Canon Tapia, NM	160,000
23. Big Hole River, MT	180,000
24. Blue Water Canyon, NM	175,000
25. East Mojave National Scenic Area, CA	300,000
26. Upper Missouri River, MT	300,000
27. Dolores River Access, CO	100,000
28. Phoenix Wilderness, AZ	580,000
29. Ruby Canyon, CO	350,000
30. Chuckwalla Bench, CA	700,000
31. Indian Creek National Trail, CA	175,000
Acquisition Management	1,125,000
Emergencies, Hardships and Inholdings	1,500,000
Total	24,278,000

An increase of $11,722,000 and 10 FTE is proposed as a part of the Presidential initiative *America the Beautiful*. The President's *America the Beautiful* initiative is proposed to benefit the environment and enhance recreation opportunities. The BLM land acquisition program will acquire high priority projects that meet that goal. The identified projects will provide additional recreation opportunities for the American people, and protect natural resources and biological values that are nationally significant in their diversity, quantity and quality. This significance has been recognized by the Congressional designation given to the many areas in which acquisitions will be made, and the public interest generated about these acquisition projects. The public's support and appreciation of the BLM's multiple-use

policies is directly related to the BLM's ability to acquire critical properties and provide the management and resource protection to the areas as they may require.

Distribution of change by object class

The object class detail for the "proposed law" increase of $11,722,000 and 10 FTE is as follows:

	FTE	Amount
Personnel compensation	10	$ 320,000
Personnel benefits		65,000
Travel and transportation of persons		40,000
Transportation of things		20,000
Lands and Structures		11,277,000
		$11,722,000

COMPREHENSIVE LAND ACQUISITION TABLE
$000

Project and Location (Park, Refuge, Site)	DOI Rank	Est. Unoblig. Balances as of 9/30/90 $/Acres	FY 1991 Budget $/Acres	% of total acreage to be acq. by 9/30/91	Total Acres Remaining to be acq. after 91	Benefits	Remarks
1. N. Fork American River, CA	1		100/120A	91%	240A	Recreation	
2. Upper Sacramento River, CA	2		800/1,700A	64%	3,000A	Recreation/Wildlife	
3. San Pedro ACEC, AZ	3		770/1,020A	100%	0	Riparian/Recreation	
4. New River ACEC, OR	4		1,500/1,000A	56%	880A	Riparian/Wildlife	
5. S. Fork Snake River, ID	5		1,300/1,300A	76%	400A	Recreation	
6. Snake R. Birds of Prey, ID	6		153/359A	100%	0	Recreation	
7. S. Merced River, CA	7		250/160A	33%	800A	Recreation	
8. Lower Salmon Rv. ID	8		1,000/1,200A	77%	368A	Recreation	
9. Eagle Lake, CA	13		400/138A	4%	3,162A	Recreation	
10. Bonita Creek ACEC, AZ	20		330/2,180A	100%	0	Riparian	
11. Steens Mtns, OR	25		1,350/10,890A	11%	81,760	Recreation/Wildlife	
12. Big Wood River, ID	34		200/500A	100%	0	Riparian	
13. Owyhee River, OR/ID	39		1,320/1,500A	75%	676A	Recreation.	
14. Bizz Johnson Tr. CA	55		300/150A	88%	220A	Recreation	
15. Santa Rosa Mtns, CA	59		1,500/1,500A	2%	103,500A	Wildlife	
16. King Range, CA	61		500/240A	96%	950A	Recreation/Wildlife	
17. Carrizo Plains, CA	64		4,500/30,000A	91%	13,000A	Wildlife	
18. Des. Tortoise Nat'l Area, CA	65		200/1,500A	63%	2,624A	Wildlife	
19. White Mtn. NRA Acq., AK	66		410/194A	100%	0	Recreation	
20. Blackwell Island, ID	69		250/28A	100%	0	Recreation	
21. Cache Cr. CA	70		1,500/1200A	10%	27,000A	Wildlife	
22. Canon Tapia, NM	71		1e0/400A	100%	0	Cultural Resources	
23. Big Hole River, MT	73		180/439A	100%	0	Wildlife	
24. Blue Water Canyon, NM	74		175/196A	100%	0	Riparian	
25. E. Mojave N. Scenic A, CA	76		300/800A	1%	118,657A	Wildlife/Recreation	
26. Upper Missouri River, MT	78		300/14,410A	100%	0	Recreation/Exchange	
27. Dolores River Access, CO	80		100/400A	100%	0	Wildlife/Recreation	
28. Phoenix Wilderness ACQ, AZ	84		580/3,280A	100%	0	Wildlife/Recreation	
29. Ruby Canyon, CO	85		350/1,137A	72%	453A	Wildlife	
30. Chuckwalla Bench, CA	87		700/1,000A	22%	2e,200A	Wildlife	
31. Indian CR N. Tr., CA	94		175/500A	100%	0	Recreation	

Bureau of Land Management

1991 Land Acquisition Program

Project Area: 1. North Fork American River, CA

Location: Placer County, CA; Congressional District CA-18

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	120A	$833/A	$100	240A	$1042/A	$250

Improvements: Unimproved land.

Description: The North Fork of the American River is congressionally designated as a Wild and Scenic River. The acquisition of key parcels along this river is critical to preserve and manage public access, which will protect and maintain the wild and scenic quality of this river corridor.

Funding would provide for acquisition of 10 parcels which would provide needed access to this Wild and Scenic River. Most parcels can be acquired through exchange, but one 120 acre parcel requires purchase.

Need: These acquisitions are needed to maintain recreational access to this component of the Wild and Scenic River System.

Project Area: 2. Upper Sacramento River, CA

Location: Tehama County, CA; Congressional District CA-2

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,700A	$470/A	$800	3,000A	$1,233/A	$3,700

Improvements: Unimproved Land

Description: The Upper Sacramento drains nearly 27,000 square miles of north central California and includes the major population centers of northern California. Steady development pressures and shortages of public access make continued acquisition crucial. The acquisition involves 1,700 acres in the 7 mile segment managed by BLM. The riparian river lands continue to be developed and seriously threaten major wildlife habitat areas. The river also provides excellent salmon, trout and steelhead fishing.

Need: The 1,700 acre acquisition parcel will protect critical wildlife habitat and provide river access adjacent to the only public road serving this segment of the river. The acquisition is necessary to enhance recreational opportunities in North Central California and to protect wildlife values. The acquisition is identified in a comprehensive river management plan supported by a consortium of State, County, and private entities, the Bureau of Reclamation and the U.S. Army Corps of Engineers.

1991 Land Acquisition Program

Project Area: 3. San Pedro Riparian National Conservation Area, AZ

Location: Cochise County, AZ; Congressional District AZ-5

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,020A	$765/A	$770	---	---	---

Improvements: Unimproved land.

Description: This funding is needed to complete the acquisition of 1020 acres of private inholdings in the congressionally designated 52,628 acre San Pedro Riparian National Conservation Area. This desert riparian area contains 33 miles of perennial stream, diverse wildlife habitat, cultural resources and excellent recreational areas previously closed to the public.

Need: The acquisition of these tracts will complete acquisition of inholdings to protect riparian and wildlife values in the San Pedro Riparian National Conservation Area.

Project Area: 4. New River ACEC, OR

Location: Coos County, OR; Congressional District OR-4

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,000A	$1,500/A	$1,500	880A	$795/A	$700

Improvements: Unimproved Land

Description: The acquisition of five tracts is proposed for protection and recreational use of this pristine area of coastline near Coos Bay, Oregon. The area contains ocean beach, wetlands, five endangered bird species and several rare plants. The area also provides outstanding recreational opportunities, including salmon and steelhead fishing along the meandering New River.

Need: Acquisitions along this unique coastal Area of Critical Environmental Concern will protect riparian and wildlife values including numerous threatened and endangered species of plants and animals. Recreation opportunities will be enhanced by the provision of better access.

1991 Land Acquisition Program

Project Area: 5. South Fork Snake River, ID

Location: Bonneville County, ID; Congressional District ID-1

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,300A	$1,000/A	$1,300	400A	$1,125/A	$450

Improvements: Unimproved land.

Description: These acquisitions will provide access to the river and to a designated 14,759 acre Special Recreation Area supporting a diverse wildlife population, including bald eagles. The area receives significant recreation use and acquiring the access would provide for enhanced cooperative management of additional state and private lands. Public Land along the Snake River would be available for coordinated recreation use and wildlife habitat protection and the area protected from incompatible residential and recreational development of private lands adjacent to the river.

Need: These acquisitions would improve recreational use along the river and protect important wildlife and riparian habitat. Cooperative Federal, State and private management of these important resources will be facilitated by these acquisitions.

Project Area: 6. Snake River Birds of Prey, ID

Location: Ada and Owyhee Counties, ID, Congressional District ID-1

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	359A	$426/A	$153	---	---	---

Improvements: Unimproved land.

Description: The Snake River Birds of Prey Natural Area has a national and international reputation as a sanctuary for birds of prey (i.e. eagles, hawks, falcons, etc.). Two tracts totalling 359 acres need to be acquired to complete acquisitions in this nationally prominent area. These areas are popular picnicking and bird watching areas and possess important marshland and riparian habitat for many wildlife species. Acquisition will allow the start of recreation and wildlife habitat management actions

Need: These two acquisitions will enhance protection of important wildlife habitat and provide for better management of recreation opportunities in the area.

1991 Land Acquisition Program

Project Area: 7. South Fork Merced Wild and Scenic River, CA

Location: Merced County, CA; Congressional District CA-18

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	160A	$1,562/A	$250	800A	$625/A	$500

Improvements: Unimproved land.

Description: The South Fork of the Merced River flows out of Yosemite National Park through National Forest lands, private lands and through Public Land for 43 miles before it intersects the North Fork of the Merced River on private lands. These 43 miles and 71 miles on the North Fork have been designated a Wild and Scenic River. On the segment managed by BLM, nine tracts of private land have been identified for acquisition. One priority acquisition tract will provide legal access to an adjacent abandoned railroad grade (used for hiking) and an adjacent road. Two tracts block access to downstream access adjacent to a campground along the river.

Need: Acquiring these tracts would ensure continued public access and use of the designated Wild and Scenic River and protect the values of the river.

Project Area: 8. Lower Salmon River Special Management Area ID

Location: Idaho County, ID; Congressional District ID-1

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,200A	$833/A	$1,000	368A	$543/A	$200

Improvements: Unimproved land.

Description: Acquisition would provide six legal access points to the Salmon River. The Lower Salmon River Corridor is considered to be Idaho's top priority special recreation management area and is an alternative to more heavily used rivers throughout the state. The Corridor receives over 2.8 million visitor hours annually and the proposed access acquisitions would expand the carrying capacity of the river by providing better recreational utilization of the river segments. Dispersing use along more segments of the river will prevent concentration of recreational and avoid potential conflicts with other resources values.

Need: These acquisitions would expand recreational opportunities on this popular river and improve management of recreation and resources values of the area.

1991 Land Acquisition Program

Project Area: 9. Eagle Lake, CA

Location: Larsen County, CA; Congressional District CA-14

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	138A	$2898/A	$400	3,162A	$142/A	$450

Improvements: Unimproved Land.

Description: Eagle Lake is the second largest natural lake in California and is a unique closed drainage basin. It is a major nesting area for bald eagles, osprey and many other water fowl. This tract abuts the lake and provides lake access for a very popular recreational campground.

Need: These acquisitions would improve public access to this important recreational lake and preserve the resources values in the area.

Project Area: 10. Bonita Creek Area of Critical Environmental Concern (ACEC), AZ

Location: Graham County, AZ; Congressional District AZ-5

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	2,180A	$151/A	$330	---	---	---

Improvements: Unimproved Land

Description: Bonita Creek ACEC has special riparian, threatened wildlife and cultural resource values. Bonita Creek is a water supply for the City of Safford Arizona and also qualifies for State Unique Water status. The creek has special riparian, threatened wildlife and cultural values. This acquisition would consolidate Federal ownerships in the drainage.

Need: Funding would allow acquisition of 3 important inholdings containing riparian, cultural values and threatened wildlife species.

1991 Land Acquisition Program

Project Area: 11. Steens Mountains Recreation Lands, OR

Location: Harney County, OR; Congressional District OR-2

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	10,890A	$124/A	$1,350	81,760A	$93/A	$7,600

Improvements: Unimproved land.

Description: Funds are needed to consolidate ownership and acquire inholdings in the 1.8 million acre Steens Mountains Recreation Lands in eastern Oregon. These mountains contain important habitat for threatened and endangered and other wildlife species. The Steens Mountains contain outstanding scenic beauty and the lands are an important recreational area.

Need: This funding will continue acquisition of 4 tracts containing valuable wildlife and scenic values and provide for additional recreational opportunities in the area.

Project Area: 12. Big Wood River, ID

Location: Blaine County, ID; Congressional District ID-2

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	500A	$400/A	$200	---	---	---

Improvements: Unimproved land.

Description: This area of 500 acres along a two mile section of the Big Wood River in central Idaho contains pristine cottonwood riparian habitat and is a winter roost area for bald eagles. It is also a migration route for 3,000 mule deer. Recreationists use the area for fishing, floating and wildlife observation.

Need: Funding will allow acquisition of one 500-acre tract which contains valuable riparian, wildlife and recreation resources.

1991 Land Acquisition Program

Project Area: 13. Owyhee River Wild River, OR/ID

Location: Malhuer County, OR; Congressional District OR-2
Owyhee County, ID; Congressional District ID-1

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,500A	$880/A	1,320	676A	$450/A	$304

Improvements: Unimproved land.

Description: The 120 mile section of the Owyhee Wild River in Oregon contains 6 additional tracts which are planned for acquisition. These tracts lie within the wild section of the river and acquisition will allow BLM to manage and enhance recreational activities on the river and preserve the natural qualities of the surroundings. In Idaho 5 tracts are planned within that portion of the river being studied. Legal access will be provided to the river for fishing, rafting and boating. A cultural site will also be protected through acquisition.

Need: These acquisitions will expand legal public access for recreation activities on the river and allow protection of important wildlife and cultural resources identified in the management plan for the Wild and Scenic River.

Project Area: 14. Bizz Johnson National Trail, CA.

Location: Lassen County, CA; Congressional District CA-14

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	150A	$2,000/A	$300	230A	$652/A	$150

Improvements: Unimproved land.

Description: Funding would allow acquisition of 4 of the final 26 tracts of privately owned land along the Bizz Johnson National Trail and provide for public access to complete the Bizz Johnson National Trail which was built on an abandoned railroad grade through the Susan River Canyon. The Bizz Johnson Trail receives 191,000 annual visitor hours and is becoming a major recreational resource for visitors to Public Land who use this area for cycling and hiking.

Need: This funding is needed to finish acquisition of 4 tracts according to the plan for the area. The 4 remaining 5 acre lots, which if developed by private interest, would destroy the natural scenic values of the Susan River Canyon.

1991 Land Acquisition Program

Project Area: 15. Santa Rosa Mountains, CA

Location: Riverside County, CA; Congressional District CA-37

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,500A	1,000/A	$1,500	103,500	$200/A	$20,000

Improvements: Unimproved Lands.

Description: This acquisition is needed to protect the habitat of the Peninsular Big Horn Sheep. The population of the Coachella Valley/Palm Springs area is growing rapidly. Residential development has reached the base of the mountains and is planned in the interior of the Santa Rosa Mountains. These developments would severely jeopardize the big horn sheep habitat area if the land is not acquired.

Need: These acquisitions will protect habitat for the Peninsular Big Horn Sheep in this area of rapidly expanding development.

Project Area: 16. King Range National Conservation Area, CA

Location: Humboldt County, CA; Congressional District CA-1

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	240	$2,083/A	$500	950A	$2,641/A	$2,500

Improvements: Unimproved Land.

Description: Acquisitions would provide for legal beachfront access on five tracts and a hiking trail access within the King Range National Conservation Area (NCA). The NCA, which is an ongoing BLM acquisition project first authorized by Congress in 1970, contains one of the last undeveloped beachfront areas in California. The additional funding would provide for continued public use of the area and enhance recreational access opportunities. The King Range NCA receives over 740,000 visitor hours annually.

Need: This funding will allow continuation of the acquisition program in the King Range NCA to protect valuable recreational and scenic resources. The identified 1991 acquisition tracts lie along the coast and prevent legal access along the beach above high tide. In addition, certain tracts (approximately 40 acres in size) within a steelhead spawning stream continue to disrupt efforts at implementing plans to improve steelhead habitat.

1991 Land Acquisition Program

Project Area: 17. Carrizo Plains, CA

Location: San Luis Obispo County, CA; Congressional District CA-20

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	30,000A	$150/A	$4,500	13,000A	$192/A	$2,500

Improvements: Unimproved Land

Description: Additional funding would continue ongoing efforts to acquire lands to protect the identified natural values of the Carrizo Plains. The Carrizo Plains Natural Area is a vast, largely undeveloped, region in the Central Valley of California and funding would protect the natural diversity of the region. The area contains the majority of Central Valley vegetation and wildlife habitat and supports large numbers of designated rare and endangered species. Continued acquisition in this area is widely supported by Conservation groups and the private sector.

Need: This funding would enable the acquisition of 30,000 acres of inholdings necessary for the protection of the areas valuable natural resources, consistent with management plans identified for cooperative management of the area.

Project Area: 18. Desert Tortoise Natural Area, CA

Location: Kern County, CA, Congressional District CA-20

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,500A	$133/A	$200	2,624	$457/A	$1,200

Improvements: Unimproved land.

Description: These acquisitions support protection of important habitat for the desert tortoise in the Mojave desert. The Natural Area contains private lands which must be acquired to prevent surface disturbing activities which would have an adverse impact on maintaining tortoise populations. Considerable investment has already been made for protective fencing and scientific studies of these areas.

Need: This funding will allow continued acquisition work to protect the desert tortoise in the Mojave Desert.

1991 Land Acquisition Program

Project Area: 19. White Mountain National Recreation Area, AK

Location: Fairbanks-North Star and Southeast Fairbanks Boroughs, AK; Congressional District (At large).

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	184A	$2,228/A	$410	---	---	---

Improvements: Unimproved land.

Description: Funding would allow for the acquisition of four tracts providing access to the White Mountain NRA and the Beaver Creek Wild River. These tracts would provide for protection of a site eligible for the National Register of Historic Places, Threatened and Endangered species habitat protection, and improved public access and recreational developments.

Need: These acquisitions will provide protection of valuable recreational, cultural and wildlife resources in the National Recreation Area.

Project Area: 20. Blackwell Island, ID

Location: Kootenai County, ID; Congressional District ID-1

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	28A	$8,928/A	$250	---	---	---

Improvements: Unimproved land.

Description: This tract is located on the Spokane River and is an ideal location for development of camping and waterbased recreational facilities serving the river and Coeur d' Alene Lake. Acquisition will prevent the future development of commercial and/or residential facilities on this valuable tract.

Need: This funding will continue the project and allow completion of previous years acquisitions. Previous year funding for the project was insufficient to complete the project.

1991 Land Acquisition Program

Project Area: 21. Cache Creek Area of Critical Environmental Concern, CA

Location: Lake County, CA; Congressional District CA-1

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,200A	$1,250/A	$1,500	27,000A	$1,111/A	$3,000

Improvements: Unimproved land.

Description: The Cache Creek drainage, from the Clear Lake Dam to the Bear Creek junction, is a major winter use area for bald eagles. It also provides critical habitat for the Tule Elk, a State protected species. Acquisition of these key lands in the ACEC are critical to the protection of the wildlife resource since trespass and disturbance from the private lands is causing disruption to wintering eagles. The creek is also a popular white water rafting area in the spring and early summer.

Need: These acquisitions will enable BLM to better protect threatened and endangered species habitat and manage recreational opportunities in the area.

Project Area: 22. Canon Tapia Area of Critical Environmental Concern, NM

Location: Sandoval County, NM; Congressional District NM-3.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	400A	$400/A	$160	---	---	---

Improvements: Unimproved Land.

Description: Significant cultural resources are contained in a remote 5-mile segment of Canon Tapia. Private property blocks access to scenic Big Bead Mesa (which is also a National Historic Landmark) and a fortified Navajo archeological site on the National Register. This area contains many petroglyphs and pictographs, a habitation site and other artifacts of the ancient Chacoan culture.

Need: Acquisition of 3 critical inholdings will allow protection of valuable cultural resources of the area.

1991 Land Acquisition Program

Project Area: 23. Big Hole River, MT

Location: Beaverhead County, MT; Congressional District MT-1.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	439A	$410/A	$180	---	---	---

Improvements: Unimproved land.

Description: These acquisitions along the world famous Big Hole River will prevent possible development which could restrict fishing and hunting access to and along the river. The tracts provide excellent wildlife habitat for bald eagles, turkey, mule, deer, Canadian geese, and other waterfowl. These acquisitions are supported by the Montana Department of Fish, Wildlife, and Parks and by sportsmen and conservation groups.

Need: These acquisitions will provide needed public access to this famous trout stream and protect valuable wildlife habitat.

Project Area: 24. Blue Water Canyon ACEC, NM

Location: Cibola County, NM; Congressional District NM-3

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	196A	$893/A	$175	---	---	---

Improvements: Unimproved land.

Description: This tract is within the Blue Water ACEC in an area of sandstone mesas cut by the Blue Water Creek Canyon. It is one of the few trout stream in west central New Mexico and is a rare segment of riparian habitat in this high desert region.

Need: This acquisition will protect a rare riparian ecosystem in this desert area.

1991 Land Acquisition Program

Project Area: 25. East Mojave National Scenic Area, CA

Location: San Bernadino County, CA; Congressional District CA-35.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	800A	$375/A	$300	118,675A	$42/A	$5,000

Improvements: Unimproved land.

Description: The East Mojave Scenic area is within the Congressionally designated California Desert Conservation Area. The East Mojave Scenic Area is an extremely fragile desert ecosystem which is being threatened by increased use. This funding would augment an active land exchange program and facilitate the purchase of high priority tracts of important plant and wildlife habitat and disperse recreational use. Acquisition being pursued primarily through exchange.

Need: Acquisitions will protect valuable wildlife resources in this fragile area and facilitate compatible recreational use in the area.

Project Area: 26. Upper Missouri River Wild and Scenic River, MT

Location: Garfield County, MT; Congressional District MT-1

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	14,410A	$21/A*	$300	---	---	---

* Acquisition primarily by exchange.

Improvements: Unimproved Land.

Description: Funding would provide for public and administrative access to the Upper Missouri Wild and Scenic River (WSR) and physical access to the river at various points for float-boating purposes. The Upper Missouri WSR receives 741,000 visitor hours annually and use is increasing. This funding would provide for additional access points to the River and provide enhanced public recreation use of this major recreational resource in northern Montana.

Need: These acquisitions are necessary to protect the valuable recreational and scenic values along this nationally designated Wild and Scenic River.

1991 Land Acquisition Program

Project Area: 27. Dolores River Access, CO

Location: Mesa County, CO; Congressional District CO-3.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	400A	$250	$100	---	---	---

Improvements: Unimproved Land.

Description: One primary tract on the lower Dolores River is recommended for designation as a Wild and Scenic River and contains valuable bald eagle and other wildlife habitat, riparian values and, recreational opportunities. The acquisitions would consolidate land ownership and provide access to the area. The area is managed as a special management area.

Need: The acquisition of this primary tract would preserve valuable wildlife, riparian and recreation values in this area and be consistent with the recommendation to Congress for the areas designation as a Wild and Scenic River.

Project Area: 28. Phoenix Wilderness Acquisition, AZ

Location: Mojave County, AZ; Congressional District AZ-4.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	3,280A	$177/A	$580	---	---	---

Improvements: Unimproved lands.

Description: These tracts will complete the acquisition of over 43,000 acres of land acquired by exchange in four of the major proposed wilderness areas in the Phoenix District. They contain big horn Sheep and habitat for a small mammal called the Hualapai Mt. vole. The tracts also provide valuable hiking, hunting and other recreational opportunities.

Need: These acquisitions will protect valuable wildlife habitat and maintain the wilderness qualities of the potential wilderness areas.

1991 Land Acquisition Program

Project Area: 29. Ruby Canyon, CO

Location: Garfield County, CO; Congressional District CO-3.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,137A	$308/A	$350	453A	$916/A	$415

Improvements: Unimproved Land.

Description: These five parcels are within the proposed Colorado River Scenic Corridor and adjacent to the Black Ridge WSA. They provide bald eagle and Colorado River squawfish habitat. All these properties have potential for recreational, residential or mining development and acquisition will protect the high resource and recreational values of the area.

Need: These acquisitions will assure protection of valuable wildife habitat and recreation resources of the area.

Project Area: 30. Chuckwalla Bench, CA

Location: Riverside County, CA; Congressional District CA-37.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	1,000A	$700/A	$700	26,200A	$107/A	$2,800

Improvements: Unimproved Land.

Description: These acquisitions support protection of important habitat for the desert tortoise in the Mojave desert. The Natural Area contains over 150 parcels of private land which must be acquired to prevent surface disturbing activities which would have an adverse impact on maintaining tortoise populations. Acquisitions being pursued primarily through exchange. Emphasis has been placed on acquisition of the larger parcels (40 acres or greater). As these number of tracts are acquired, the more complex smaller parcels (5 acres) are being planned.

Need: These acquisitions will continue efforts to protect desert tortoise habitat in the Mojave Desert.

1991 Land Acquisition Program

Project Area: 31. Indian Creek Nature Trail, CA

Location: Alpine County, CA; Congressional District CA-14.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	(000s) Total Amount	Acres	Average Cost/ Acre	(000s) Total Amount
Land	500A	$400/A	$175	---	---	---

Improvements: Unimproved Land.

Description: Funding will provide for the acquisition of six tracts of private land within the Indian Creek Recreation Area. This area contains five bodies of fresh water and high scenic and recreational qualities. The area receive heavy recreational use and requires additional facilities to manage this use. Acquisition will prevent conflicting developments on the private lands. The project is in California, however, it is administered out of the Nevada BLM organization.

Need: These acquisitions will protect recreational values adjacent to a popular recreation campground.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Land Acquisition

Object Class		1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	17	540	17	560	0	20
11.3	Positions other than permanent	3	95	3	98	0	3
11.5	Other personnel compensation 1/		5		6		1
	Total personnel compensation	20	640	20	664	0	24
	Other Objects						
12.1	Personnel benefits		90		93		3
21.1	Travel and transportation of persons		25		25		0
22.0	Transportation of things		20		20		0
23.2	Rental payments to others		10		10		0
23.3	Communications, utilities, and miscellaneous charges		25		25		0
24.0	Printing and reproduction		25		25		0
25.0	Other services		168		168		0
26.0	Supplies and materials		50		50		0
31.0	Equipment		15		15		0
32.0	Lands and structures		57		11461		11404
	Total Requirements		1125		12556		11431

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
SUMMARY OF BUDGET AUTHORITY AND OUTLAYS
(in thousands of dollars)

	FY 1989	FY 1990	FY 1991
Enacted/requested:			
Budget authority	13,153	15,373	12,556
Outlays	10,651	6,656	14,173
Proposed for later transmittal under proposed legislation:			
Budget authority	0	0	(12,556)
Outlays	0	0	(1,883)
Total:			
Budget authority	13,153	15,373	0
Outlays	10,651	6,656	12,290

26-624 O—90——12

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code 14-5033-0-1-302	1989 actual	1990 estimate	1991 estimate
Program by activities:			
Direct program:			
00.01 Operating Expenses	1,598	1,200	1,095
01.01 Capital Investment	9,626	11,327	11,461
10.00 Total obligations	11,224	12,527	12,556
Financing:			
17.00 Recovery of prior year obligations	(65)	0	0
21.40 Unobligated balance available, start of year	(1,160)	(3,154)	(6,000)
24.40 Unobligated balance available, end of year	3,154	6,000	6,000
39.00 Budget authority	13,153	15,373	12,556
40.00 Appropriation (special fund)	12,290	12,610	12,556
40.00 Appropriation	0	(54)	0
41.00 Transferred to other accounts	(2,817)	0	0
42.00 Transferred from other accounts	3,680	2,817	0
43.00 Appropriation (adjusted)	13,153	15,373	12,556
Relation of obligations to outlays:			
71.00 Obligations incurred, net	11,224	12,527	12,556
72.40 Obligated balance, start of year	688	1,196	7,067
74.40 Obligated balance, end of year	(1,196)	(7,067)	(5,450)
78.00 Adjustments in unexpired accounts	(65)	0	0
90.00 Outlays	10,651	6,656	14,173

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Object Classification (in thousands of dollars)

Identification code 14-5033-0-2-302		FY 89 actual	FY 90 estimate	FY 91 estimate
	Personnel compensation:			
11.1	Full-time permanent	752	540	560
11.3	Other than full-time permanent	133	95	98
11.5	Other personnel compensation	9	5	6
11.9	Total personnel compensation	894	640	664
12.1	Civilian personnel benefits	124	90	93
21.0	Travel and transportation of persons	32	25	25
22.0	Transportation of things	31	20	20
23.2	Rental payments to others	5	10	10
23.3	Communications, utilities, and miscellaneous charges	22	25	25
24.0	Printing and reproduction	14	25	25
25.0	Other services	361	300	168
26.0	Supplies and materials	70	50	50
31.0	Equipment	45	15	15
32.0	Land and structures	9,626	11,327	11,461
99.9	Subtotal, obligations	11,224	12,527	12,556

STANDARD FORM 300
July 1954, Bureau of the Budget
Circular No. A-11, Revised.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code 14-5033-0-2-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Total number of full-time permanent positions	24	17	17
Total compensable workyears: Full-time equivalent employment	29	20	20
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
(Proposed for later transmittal, proposed legislation)
Program and Financing (in thousands of dollars)

Identification code 14-5033-2-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Program by Activities			
00.01 Operating Expenses	0	0	(1,095)
01.01 Capital Investment	0	0	(11,461)
10.00 Total obligations	0	0	(12,556)
Financing:			
40.00 Budget authority, (Appropriation)	0	0	(12,556)
Relation of obligations to outlay:			
71.00 Obligations incurred, net	0	0	(12,556)
74.40 Obligated balance, end of year	0	0	10,673
90.00 Outlays	0	0	(1,883)

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
(Proposed for later transmittal, proposed legislation)
Object Classification (in thousands of dollars)

Identification code 14-5033-2-2-302		FY 89 actual	FY 90 estimate	FY 91 estimate
	Personnel compensation:			
11.1	Full-time permanent	0	0	(560)
11.3	Other than full-time permanent	0	0	(98)
11.5	Other personnel compensation	0	0	(6)
11.9	Total personnel compensation	0	0	(664)
12.1	Civilian personnel benefits	0	0	(93)
21.0	Travel and transportation of persons	0	0	(25)
22.0	Transportation of things	0	0	(20)
23.2	Rental payments to others	0	0	(10)
23.3	Communications, utilities, and miscellaneous charges	0	0	(25)
24.0	Printing and reproduction	0	0	(25)
25.0	Other services	0	0	(168)
26.0	Supplies and materials	0	0	(50)
31.0	Equipment	0	0	(15)
32.0	Land and structures	0	0	(11,461)
99.9	Total obligations	0	0	(12,556)

Appropriation Summary Statement

Appropriation: Oregon and California Grant Lands

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Grant Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). Intermingled public domain lands managed for forest production under the principle of sustained yield and multiple use under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 are also included in this appropriation. The land classifications funded from this appropriation consist of:

Land Status	Acres
Oregon and California Grant Lands	2,076,563
Coos Bay Wagon Road Lands	74,547
Public Domain Lands	240,000

The goals of the management program are to provide a permanent supply of timber, protect watersheds and wildlife habitat, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Programs conducted on certain O&C lands (492,399 acres) within National Forests and managed by the Forest Service are included in the Forest Service budget request.

The following major activities are financed by this appropriation:

Western Oregon Resources Management: ($57,289,000)

Provides for the marketing of an average annual sale quantity of 1.176 billion board feet of timber and the timber development practices necessary to maintain this level of annual harvest. In addition, other resource management programs on 2.4 million acres of land in western Oregon, including range management; soil, water and air management; wildlife habitat management; and recreation management are carried out. Resource management planning which incorporates all of the above programs into decadal management plans is also included in this activity.

Western Oregon Information and Resource Data Systems: ($1,077,000)

Provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. A significant portion of the funding requested in 1991 will be used to maintain the data used in the development of the decadal forest management plans for the 1990's.

Western Oregon Facilities Maintenance: ($6,263,000)

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and a transportation system necessary for the management of lands in western Oregon.

Western Oregon Construction and Acquisition ($907,000)

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; signing, transportation planning and, survey and design of timber access and other resource management roads; and rock aggregate used in the construction of timber access roads.

Background of the O&C Appropriation

The Oregon and California Grant Lands Act of 1937 (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);

2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and

3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Interior Department for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the Treasury had been repaid in full for money advanced to make the payments in lieu of taxes, and according to subsection (b), Title II of the O&C Act, the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953, the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States for the development and management of the O&C lands. This is the portion referred to in item 2 above.

Beginning in 1953, Congress appropriated some or all of these subsection (b) receipts for development, protection, and management of the O&C lands. From 1961 through 1981, an amount equal to the full 25 percent of receipts collected was appropriated by Congress for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, Congress made a direct, definite appropriation in order to eliminate the uncertainty associated with financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C" appropriation. Beginning with 1985, the Forest Service received a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation from BLM. The 1991 O&C Grant Lands appropriation request continues these concepts.

In 1990, Congress provided for a return of 50% of the "excess receipts" (O&C and CBWR) over the amount that had been estimated in the 1990 President's Budget, to the BLM's O&C grant lands account. This additional funding capability was specifically identified to be used "for reforestation and forest development and timber management". The purpose of this additional funding capability was to enable the BLM to meet increased program demands, especially for reforestation. A backlog has also accumulated in reforestation and intensive management primarily due to the accelerated harvesting that has been occurring in recent years.

Receipts

Receipts from the harvest of timber and other products on the Oregon and California (O&C) Grant Lands, the Coos Bay Wagon Road (CBWR) Lands and intermingled Public Domain (P.D.) lands of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties. Funding from the O&C Grant Lands appropriation is used for the management of all 3 of these land classes in western Oregon.

Actual receipts for 1988 and 1989 and the estimates for 1990 and 1991 are as follows:

RECEIPT COLLECTIONS

(dollars in thousands)

Source	1988 Actual	1989 Actual	1990 Estimate	1991 Estimate
O&C 1/	$217,740	$219,822	$243,800	$282,200
CBWR	9,453	15,163	10,800	12,400
P.D.	9,965	12,931	11,400	13,200
Total	$237,158	$247,916	$266,000	$307,800

The following is an estimated distribution of the above receipts:

RECEIPT DISTRIBUTION

(dollars in thousands)

	1988	1989	1990	1991
State/Counties	$110,214	$121,900	$130,400	$150,900
Treasury	119,371	116,288	126,900	146,800
Reclamation Fund	7,573	9,829	8,700	10,100
Total	$237,158	$247,916	$266,000	$307,800

Receipts from O&C lands are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Receipts from CBWR lands are used to pay taxes imposed on these lands by the State of Oregon to Coos and Douglas Counties; and the remainder is returned to the Treasury. Receipts from P.D. lands are divided among the State, the General Fund of the Treasury, and the Reclamation Fund.

Payments to counties generally have occurred at the beginning of the fiscal year following the fiscal year in which they were collected. Beginning in 1990, the majority of the payments will be made in September of the year of collection, with the balance being paid early in the following fiscal year.

1/ Includes receipts from O&C lands administered by the Forest Service.

Appropriation Language Sheet

Oregon and California Grant Lands

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$64,787,000] *$65,536,000*, to remain available until expended: *Provided*, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: *Provided further*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876)[: *Provided further*, That notwithstanding any other provisions of law, the Secretary of the Treasury is directed to make available to the Secretary of the Interior, to remain available until expended, an amount equal to 50 per centum of timber receipts received by the Treasury from the harvesting of timber on the revested Oregon and California Railroad grant lands and the Coos Bay Wagon Road grant lands during fiscal year 1989 in excess of $174,800,000, the 1989 Oregon and California Railroad grant lands and Coos Bay Wagon Road grant lands timber receipts contained in the President's budget proposal for fiscal year 1990: *Provided further*, That this estimate of 1989 receipts shall not be subject to adjustment for the purposes of this section: *Provided further*, That such funds shall be made available concurrent with payment of fiscal year 1989 receipt amounts to counties during fiscal year 1990, and shall be in addition to any funds appropriated in this Act: *Provided further*, That this transaction will not affect, diminish, or otherwise alter the payments to be made on the basis of these receipts in accordance with the Acts of August 28, 1937 (43 U.S.C. 1181f(a)) and May 24, 1939 (43 U.S.C. 1181f-1): *Provided further*, That funds made available to the Secretary of the Interior pursuant to this provision shall be used for necessary expenses relating to the Oregon and California Railroad grant lands and Coos Bay Wagon Road grant lands for reforestation and forest development and timber management: *Provided further*, That not later the 30 days after the submission of the President's fiscal year 1991 budget, the Director of the Bureau of Land Management shall provide a report to the House and Senate Committees on Appropriations on the final amount and distribution of funds made available under this provision and shall include an assessment of resource outputs to be produced in fiscal year 1990, fiscal year 1991, and subsequent years, using funds made available under this provision, and a comparison of the outputs for the program areas listed, achieved in fiscal year 1990 and proposed for fiscal year 1991, with the output levels described in Bureau of Land Management resource management plans in effect at the time of the report required by this provision.]

(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; PL 101-121, Appropriations Act for the Department of the Interior and Related Agencies, 1990).

Justification of Proposed Language Changes

Oregon and California Grant Lands

1. Deletion: [: *Provided further,* That notwithstanding any other provisions of law, the Secretary of the Treasury is directed to make available to the Secretary of the Interior, to remain available until expended, an amount equal to 50 per centum of timber receipts received by the Treasury from the harvesting of timber on the revested Oregon and California Railroad grant lands and the Coos Bay Wagon Road grant lands during fiscal year 1989 in excess of $174,800,000, the 1989 Oregon and California Railroad grant lands and Coos Bay Wagon Road grant lands timber receipts contained in the President's budget proposal for fiscal year 1990: *Provided further,* That this estimate of 1989 receipts shall not be subject to adjustment for the purposes of this section: *Provided further,* That such funds shall be made available concurrent with payment of fiscal year 1989 receipt amounts to counties during fiscal year 1990, and shall be in addition to any funds appropriated in this Act: *Provided further,* That this transaction will not affect, diminish, or otherwise alter the payments to be made on the basis of these receipts in accordance with the Acts of August 28, 1937 (43 U.S.C. 1181f(a)) and May 24, 1939 (43 U.S.C. 1181f-1): *Provided further,* That funds made available to the Secretary of the Interior pursuant to this provision shall be used for necessary expenses relating to the Oregon and California Railroad grant lands and Coos Bay Wagon Road grant lands for reforestation and forest development and timber management: *Provided further,* That not later then 30 days after the submission of the President's fiscal year 1991 budget, the Director of the Bureau of Land Management shall provide a report to the House and Senate Committees on Appropriations on the final amount and distribution of funds made available under this provision and shall include an assessment of resource outputs to be produced in fiscal year 1990, fiscal year 1991, and subsequent years, using funds made available under this provision, and a comparison of the outputs for the program areas listed, achieved in fiscal year 1990 and proposed for fiscal year 1991, with the output levels described in Bureau of Land Management resource management plans in effect at the time of the report required by this provision.]

This provision is not applicable for 1991 because the "excess receipts" appropriation in 1990 was a one-time action and the additional funding provided to cover timber management, reforestation and forest development program needs in both 1990 and 1991. The language is also an unnecesary earmarking of receipts that otherwise would be turned over to the General Fund of the Treasury.

Appropriation Language Citations

Appropriation: Oregon and California Grant Lands

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$64,787,000] *$65,536,000* to remain available until expended:

16 U.S.C. 594
43 U.S.C. 1181 a, b, d-f
43 U.S.C. 1701 *et seq.*
53 Stat. 753
103 Stat. 701 (P.L. 101-121)

16 U.S.C 594, the *Timber Protection Act of 1922*, provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Lands owned by the United States.

43 U.S.C. 1181 a, b, d-f, the *Oregon and California Grant Lands Act*, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the *Federal Land Policy and Management Act of 1976*, provides for Public Lands being retained in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all Public Lands which include the O&C Grant Lands by definition (43 U.S.C. 1701). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, *The Act of May 24, 1939* relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

103 Stat. 701 (P.L. 101-121), *The Department of the Interior and Related Agencies Appropriation Act, 1990*, provides funding for BLM programs.

2. *Provided,* That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in 1953. At that time, and at the establishment of the BLM Construction appropriation account in 1951, the Appropriations Act provided that funds appropriated for road construction would be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language has been carried in all subsequent appropriations for the O&C program.

3. *Provided further,* That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: OREGON AND CALIFORNIA GRANT LANDS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990			1330	64787
APPROPRIATION-EXCESS RECEIPTS				30083
REDUCTION PURSUANT TO P.L. 99-177				-840
ADJUSTED APPROPRIATION, 1990			1330	94030
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177		840		
ADJUSTMENT FOR IMPROVED ADMINISTRATIVE EFFICIENCIES		-650		
ADJUSTMENT FOR STAFFING EFFICIENCIES	-7	-350		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE		400		
ADJUSTMENT FOR CSRS/FERS RETIREMENT COSTS		190		
ADJUSTMENT FOR ONE ADDITIONAL PAY DAY IN FY 1991		155		
ADJUSTMENT FOR ONE TIME APPROPRIATION OF EXCESS RECEIPTS		-30083		
TOTAL ADJUSTMENTS TO BASE			-7	-29998
1991 BASE BUDGET			1323	64032
Program Changes (Changes to base budget, detailed below)			-105	1804
TOTAL REQUIREMENTS (1991 estimate)			1218	65836

APPROPRIATION: OREGON AND CALIFORNIA GRANT LANDS

Summary of Requirements

(Dollars in thousands)

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted to Date FTE	1990 Enacted to Date Amount	PL99-177 Reduct Amount	1990 Adj Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp FTE	Inc./Dec. from 1990 Approp Amount	Inc./Dec. from 1990 Adj Approp Amount	Inc./Dec. from 1991 Base FTE	Inc./Dec. from 1991 Base Amount
Western Oregon Resources Management															
Timber Management	495	21874	707	33914 1/	-298	33616 1/	703	22982	635	22603	-72	-11311	-11013	-68	-379
Reforestation and Forest Development	324	24848	451	49506 2/	-393	49113 2/	448	29986	405	29783	0 -46	0 -19723	0 -19330	0 -43	0 -203
Other Forest Resources Management	46	2860	65	3518	-46	3472	65	3558	68	3785	3	267	313	3	227
Fire Protection	9	2293	0	0	0	0	0	0	0	0	0	0	0	0	0
Resource Management Planning	62	3395	25	2150	-28	2122	25	2159	17	1118	-8	-1032	-1004	-8	-1041
Subtotal	936	55270	1248	89088	-765	88323	1241	58685	1125	57289	-123	-31799	-31034	-116	-1396
Western Oregon Info. and Data Systems															
Data Systems Oper. & Mgmt. Systems	5	412	12	1360	-17	1343	12	1365	10	860	-2	-500	-483	-2	-506
Resources Data Acquis. & Management	5	213	4	214	-3	211	4	217	4	217	0	3	6	0	0
Subtotal	10	625	16	1574	-20	1554	16	1582	14	1077	-2	-497	-477	-2	-506
Western Oregon Facilities Maintenance															
Facilities Maintenance	28	1467	27	1562	-20	1542	27	1583	37	3036	10	1474	1494	10	1453
Transportation Systems Maint.	30	2188	30	2203	-29	2174	30	2223	33	3227	3	1024	1053	3	1004
Subtotal	58	3655	57	3765	-49	3716	57	3806	70	6263	13	2498	2547	13	2457
Western Oregon Const. and Acquis.															
Construction	3	150	3	151	-2	149	3	151	3	599	0	448	450	0	448
Acquisition	6	300	6	302	-4	298	6	308	6	308	0	6	10	0	0
Subtotal	9	450	9	453	-6	447	9	458	9	907	0	454	460	0	448
TOTAL REQUIREMENTS	1013	60000	1330	94880	-840	94040	1323	64532	1218	65536	-112	-28344	-28504	-106	1004

1/ INCLUDES $10,900 IN EXCESS RECEIPTS
2/ INCLUDES $19,193 IN EXCESS RECEIPTS

Justification of Base Adjustments

Oregon and California Grant Lands

	FTE	($000)
Additional cost in 1991 of the 1991 pay raise.....	---	+400

The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, $385,000 is for the general schedule pay and $15,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.

Adjustment for 1990 effect of P.L. 99-177.....	---	+840

The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.

Adjustment for administrative efficiency.....	---	-650

The Department is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by about 5 percent to improve administration efficiency and place greater priority on 1991 program initiatives. Specific reductions are proposed in the following areas:

Travel.....	-160
Overtime.....	-40
Supplies.....	-270
Equipment.....	-180
Total.....	-650

Adjustment for staffing efficiency	-7	-350

Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:

Average Grade.....	-150
Lapse.....	-200
Total.....	-350

	FTE	($000)
CSRS/FERS retirement costs.....	---	+190
The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the bureau work force.		
One more paid day in 1991.....	---	+155
The increase in personnel compensation results from there being one more paid day in 1991 than in FY 1990.		
Adjustment for Excess Receipts	---	-30,093
This adjustment is necessary because the appropriation of "Excess Receipts" in the 1990 Appropriations Act (P.L. 101-121) was for a one-time item.		
Total Adjustments to Base	-7	-29,508

Justification of Program and Performance

Appropriation: Oregon and California Grant Lands

(dollars in thousands)

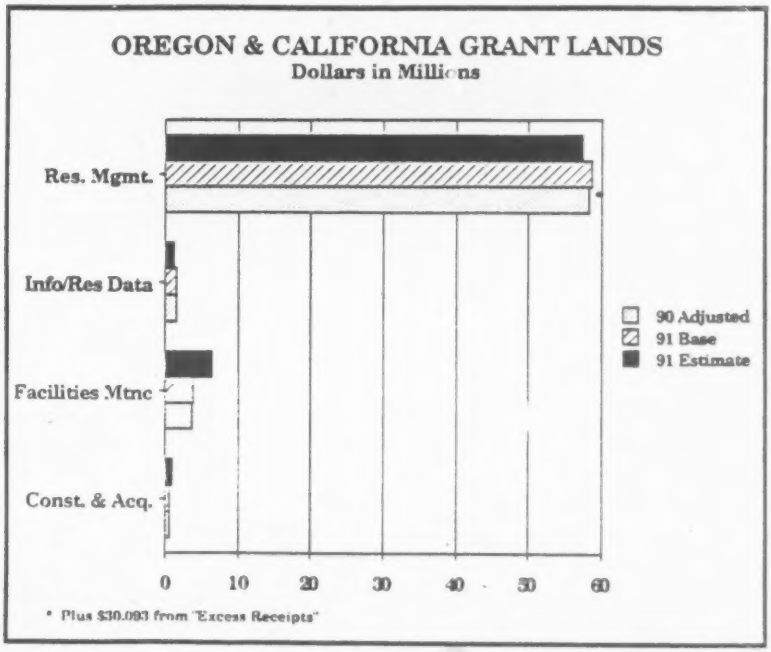
Activity		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
West. Oregon Resources Mgt.						
(a) Regular Program	$	58,995	58,230	58,685	57,289	-1,396
	(FTE)	(1,248)	(1,248)	(1,241)	(1,125)	(-116)
(b) *"Excess receipts"* 1/	$	30,093	30,093	---	---	---
Subtotal	$	89,088	88,323	58,685	57,289	-1,396
	(FTE)	(1,248)	(1,248)	(1,241)	(1,125)	(-116)
West. Oregon Info. & Res. Data Acquis.	$	1,574	1,554	1,582	1,077	-505
	(FTE)	(16)	(16)	(16)	(14)	(-2)
West. Oregon Facil. Mtnce.						
(a) BLM	$	3,715	3,666	3,756	6,213	+2,457
	(FTE)	(57)	(57)	(57)	(70)	(+13)
(b) Fed. Hwy. Admin.	$	50	50	50	50	---
	(FTE)	(---)	(---)	(---)	(---)	(---)
Subtotal	$	3,765	3,716	3,806	6,263	+2,457
	(FTE)	(57)	(57)	(57)	(70)	(+13)
West. Oregon Cons. & Acq.	$	453	447	459	907	+448
	(FTE)	(9)	(9)	(9)	(9)	(---)
Total Requirements	$	94,880	94,040	64,532	65,536	+1,004
	(FTE)	(1,330)	(1,330)	(1,323)	(1,218)	(-105)

1/ "Excess Receipt" funding is additional funding capability made available in the 1990 Appropriations Act "for reforestation and forest development and timber management".

Authorization

43 U.S.C. 1181 P.L. 75-405	The *Oregon and California Grant Lands Act of 1937* provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.
53 Stat. 753	The *Act of May 24, 1939* relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.
16 U.S.C. 594 P.L. 67-315	The *Timber Protection Act of 1922* provides for the protection of timber from fire, disease, and insects.
43 U.S.C. 1702	The *Federal Land Policy and Management Act of 1976* applies to P.L. 94-579 all "Public Lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other statutes regarding natural resource programs apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in western Oregon. These are discussed as necessary under each O&C program justification.



Activity Summary

Activity: Western Oregon Resources Management

(dollars in thousands)

Subactivity	1989 Actual	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Timber Management	21,874	23,014	22,716	22,982	22,603	-379
"Excess Receipts" 1/	---	10,900	10,900	---	---	---
Reforestation and Forest Development	24,848	30,313	29,920	29,986	29,783	-203
"Excess Receipts" 1/	---	19,193	19,193	---	---	---
Other Forest Res. Management	2,860	3,518	3,472	3,558	3,785	+227
Fire Protection 2/	2,293	---	---	---	---	---
Resource Management Planning	3,395	2,150	2,122	2,159	1,118	-1,041
Total	55,270	89,088	88,323	58,685	57,289	-1,396

1/ "Excess Receipts" funding is additional funding made available in the 1990 Appropriations Act "for reforestation and forest development and timber management".

2/ Beginning in 1990, the O&C Fire Protection program was incorporated in the new Firefighting account, a separate appropriation which funds all Interior Department fire management, protection and suppression programs.

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Timber Management

(dollars in thousands)

		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Regular Program	$	23,014	22,716	22,982	22,603	-379
	(FTE)	(707)	(707)	(703)	(635)	(-68)
"Excess Receipts"	$	10,900	10,900	---	---	---
Total Requirements	$	33,914	33,616	22,982	22,603	-379
	(FTE)	(707)	(707)	(703)	(635)	(-68)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	33,914	-298	33,616

The 1990 adjusted appropriation includes a reduction of $298,000 pursuant to P.L. 99-177. This reduced capability will result in reduction of the offering of 14 million board feet for sale.

Objectives

The major objectives of the Timber Management program in western Oregon are to:

- Support the economic stability of the region and help meet the national demand for forest products through the offering of approximately 1.2 billion board feet of timber for sale annually; and
- Ensure that timber harvest is conducted in a manner that is both fiscally and environmentally responsible by preparing timber sale plans that are consistent with decadal timber and land use plans and by carefully monitoring timber sale contracts to ensure compliance with stipulations and payment schedules.

Base Program

The 1991 Base program level is $22,982,000 and 703 FTE. Under the timber management program, timber is offered for sale in accordance with the O&C Act of 1937 (43 U.S.C. 1181) on the revested O&C Railroad Grant Lands and the reconveyed CBWR Lands. This law provides that these lands shall be managed as a permanent source of timber in a manner which protects watersheds, regulates stream flows, provides for recreational facilities, and contributes to local economic stability. Additionally, under this program, timber from the intermingled Public Domain (P.D.) lands (approximately 240,000 acres) which are managed generally in the same manner as the O&C and CBWR lands but under the provisions of FLPMA, is offered for sale, and the related work is funded by this program.

Timber Sale Offering Level

The O&C Act directs the Secretary to announce an allowable sale quantity (ASQ) to be offered annually for sale given reasonable prices in a normal market. Operating under the current decadal plans completed in the early 1980's, this would amount to 1,183 million board feet (MMBF), as this was to be the calculated potentially available volume on a sustained yield basis. During 1988 this figure was reduced by 7 MMBF to 1,176 MMBF because of the transfer of land out of the base acreage for the Grand Ronde Indian Reservation. In addition, during 1988, the Ninth Circuit Court of Appeals issued an injunction in connection with preserving habitat of spotted owls which affected the ability of the BLM to offer the full planned ASQ. The offered volume in 1988 subsequently was 1,014 MMBF and the 1989 volume offered was 745 MMBF.

This 1988 injunction regarding the spotted owl prohibited the sale of old growth timber within a 2.1 mile radius of 396 identified spotted owl sites and enjoined from sale a significant amount of the remaining old growth timber in western Oregon.

In June 1989 the U.S. Fish and Wildlife Service (FWS) published a proposal to list the northern spotted owl as threatened throughout it entire range. Under a proposed listing, BLM must proceed with a conferencing process to obtain a clearance from FWS on each proposed timber sale. It is uncertain what impact this decision and the owl's potential listing will have on timber offerings from BLM lands. This will depend on how restrictive the recovery plan would be and what areas would be included as critical habitat. If all old growth is included (i.e. trees over 200 years of age), it would mean an available annual sale quantity from BLM of approximately 800 MMBF, a reduction from the 1,176 MMBF in current plans. However, the plan could be developed that is more restrictive or less restrictive than the assumption. A decision on the proposed listing is expected by June 23, 1990.

1989 Sale Offering

The 1989 timber sale offering level was reduced due to the injunction and the proposed listing of the northern spotted owl. Work on preparation of 1989 sales was deferred because of the injunction and because of the additional timber salvage work required as a result of the 1987 fire season. The full 1,176 MMBF could not have been offered even if the injunction had not been in effect due to the reduced program capability and loss of required lead time. The allowable sale quantity of 1,176 MMBF was reduced by 396 MMBF of enjoined volume to an unenjoined total of 780 MMBF. An additional 59 MMBF of available unenjoined outyear volume was added to the reduced figure to result in a planned offering level of 839 MMBF in 1989 .

The injunction was lifted in May 1989, when the District Court ruled in BLM's favor based on Section 314 of the 1988 Interior and Related Agencies Appropriations Act which precludes litigation against BLM sales while BLM is completing new management plans. An appeal of this decision was made to the Ninth Circuit Court regarding reinstatement of the injunction. A ruling, imposing a second injunction, was issued on June 7, 1989. This injunction was more restrictive than the previous injunction, as it affected sites discovered since the case was originally filed and any new sites found in the future. A hearing was held in August and on September 7, 1989; the Ninth Circuit affirmed the District Court's decision on Section 314 and lifted the injunction. The remainder of the issues raised by the plaintiffs were remanded back to District Court for further consideration. These other issues include the effect of the O&C Act, FLPMA, and the Migratory Bird Treaty Act. The lifting of the injunction occurred too late in the fiscal year to allow offering of the previously enjoined timber in 1989. The result was that only 745 MMBF was actually offered in 1989. The remanded issues were dismissed in December 1989 in a decision by the District Court leaving no pending litigation.

1990 Sale Offering

The severe timber shortage in the Northwest and the continuing problem with litigation on the northern spotted owl issue prompted Congress to address the problem in the 1990 Interior Appropriations Act (P.L. 101-121). Section 318 of this Act requires that the BLM offer an aggregate volume of 1,900 MMBF for 1989 and 1990. With 745 MMBF offered in 1989, 1,155 MMBF will be offered in 1990. These proposed 1990 timber sales will be submitted to the FWS for conferencing as required by the Endangered Species Act and for review by the new advisory boards which were established under the direction of Section 318. It is anticipated that this volume will be offered in 1990, however, constraints to offering this volume could come from further litigation or, if the owl is listed by FWS in June, through limitations that would be imposed as a result of the formal consultation process. Monthly reports are being prepared and submitted Congress to provide status on the requirements in Section 318.

1991 Sale Offering

At the 1991 Base level of funding, BLM can provide a sale quantity offering of 715 MMBF. The capability provided by the anticipated carryover of "Excess Receipts" appropriations from 1990 provides for offering an additional 250 MMBF for a total Base level of 965 MMBF. This planned sale quantity reflects the loss of capability and lead time due to higher costs, logistical delays and anticipated constraints which may be imposed by the proposed listing of the northern spotted owl. However, due to factors discussed below in the "Decrease from Base" section, the sale offering at the 1991 Estimate level would be 950 MMBF.

Timber Management Program Components

The major work elements of the timber management program are as follows:

Inventory and Timber Management Planning - This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans and the computation of the allowable harvest levels.

The latest series of timber management plans were completed in 1983. Approximately 2.1 million acres of commercial forest lands, 87 percent of the land administered by BLM in the area, are covered by these plans. These plans, as amended, allow an annual allowable sale quantity level of 1,176 MMBF which is composed of a "base level" of 1,042 MMBF plus an additional 134 MMBF which is attributable to the completion of certain requisite intensive management practices.

BLM plans to publish six draft resource management plans (RMP) and associated environmental impact statements during 1991 which will cover all BLM administered land in western Oregon. These plans will address the calculation of the allowable sale quantity level for the decade of the 1990's as well as other issues such as old-growth forest management, land tenure adjustments, special management areas, etc.

Timber Sale Planning - Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns, the steep ground which characterize western Oregon commercial timber lands as well as the high level of public interest in the O&C timber program, all contribute to the complexity of the planning process which begins with identification of potential sale areas 5 years in advance of sale. A 5-year plan is developed which includes sale area recon, planning road locations, defining easement and cadastral needs mapping, harvest system analysis and pre-cruise to estimate potential sale volumes. These 5-year plans are normally updated or refined annually by deleting or altering problem tracts and adding replacement tracts. The process culminates in the development of annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

Timber Sale Preparation - The timber sale preparation process starts with interdisciplinary resource teams refining proposed sale boundary locations and determining the specific effects of harvest on any of the site's resource values such as wildlife, fisheries, archaeology, soils, water and air. All of these data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific impacts associated with the proposed harvest operations and prescribes mitigating measures. Sale boundaries, road locations, and log decking (landing) locations may also be adjusted to attain the prescribed mitigation.

The process continues with sale layout by field crews physically posting and marking sale boundaries, road locations, log skid trails, and other work areas needed for the harvest operation. Field crews then determine the sale volume and prepare a sale appraisal which determines the minimum bid for auction.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Historically, the purchaser has had 3 years to harvest the timber, although contracts with shorter harvest periods have recently been offered in response to current economic conditions and the requirement to encourage responsible bidding as required by the Federal Timber Contract Modification Act of 1984 (P.L. 98-478).

Timber Sale Contract Administration - This work involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is harvested. Aggressive contract administration minimizes the opportunity for timber trespass and unnecessary environmental degradation through contract violation.

Timber Management Plan Monitoring - In addition to the monitoring work done in sale contract administration, the overall impacts of the sale program are monitored to determine how these impacts relate to those predicted in Environmental Impact Statements and to guidance in Records of Decision for Timber Management Plans as well as to individual environmental analysis. The information gained from this monitoring will be used to improve the decision making information base for the 1990's decadal plans as well as for the development of future individual sale offerings.

"Excess Receipts" Program

The 1990 Appropriations Act for the Department of the Interior and Related Agencies, (P.L. 101-121), provided for the return of 50% of the O&C and CBWR receipts in excess of the amount estimated for 1989 in the 1990 President's Budget to the BLM's O&C Grant Lands account. This "excess receipts" funding is to be used "for reforestation and forest development and timber management." An additional $30.1 million has been made available as a result of this provision in 1990. Some of this will carry over into 1991 and be available for program operations in 1991.

This additional funding provides BLM the capability to meet the timber sale volume commitment for 1990 as specified in Section 318 of the 1990 Appropriations Act. Approximately 440 MMBF of volume (including some commercial thinning volume) will be offered because of the "excess receipts" availability in 1990.

This increased availability of funds in 1990 along with some carryover into 1991, with its associated probable accomplishments, have been considered in the development of the 1991 President's Budget. The added capability due to "excess receipts" funding would provide for an increase of 250 MMBF over base in the planned sale offering over the capability which regular program funds allow.

A report to Congress which is due 30 days after submission of the President's budget on the planned use of the "excess receipts" will provide more detail on the proposed 1990 and 1991 distribution of funds and planned accomplishments.

Program Issues

Significant Issues relating to the development of the 1991 Request:

Program Costs

The higher program costs that the BLM has been experiencing in western Oregon have been due to numerous factors. These can be summarized as follows:

- Data development and analysis for the 1990's decadal plans which now will include new additional alternatives for old growth timber/spotted owl management;
- Additional workload due to increasing numbers of protests and appeals which has disrupted an orderly sales program;
- Northern spotted owl injunctions and constraints due to proposed listing have resulted in loss of lead time already spent, as well as an increase in costs to intensify efforts to offer substitute volume. The proposed listing has increased costs due to additional field surveys and T/E "conferencing" which must occur to ensure no adverse impact to the owl or its habitat;

- Cost increases associated with offering lower volume per acre sales due to lack of ability to offer high volume old growth areas;

- Loss of lead time due to higher than normal contract administration and other efforts due to the accelerated harvest levels in 1988 and 1989; and

- Increase in cost due to higher cost of offering "new" volume rather than the "reoffer" volume from the buy back of high price timber sales which has been the case during the past few years.

On the Shelf Volume

Under normal circumstances, it takes from 1.5 to 3 years to prepare a timber sale for offering. At the start of any given fiscal year, the majority of the work on the next year's sale plan has been essentially completed and that upcoming year's volume should be "on the shelf" and ready for sale. This normal amount of lead time has been depleted largely due to the constraints and uncertainty imposed by the injunctions and the proposed listing of the northern spotted owl. The injunctions and the proposed listing have substantially reduced the available land base and resulted in a need for total revisions of the annual and 5-year sale plans.

Northern Spotted Owl

Although BLM is not constrained by any injunctions at this time and is proceeding with the 1990 timber sale program as directed by Section 318 of the 1990 Appropriations Act, the northern spotted owl issue still causes a great deal of uncertainty in the timber sale program, especially for 1991. BLM has requested "conferencing" from the FWS on the 1990 sale plan in order to meet the volume commitments for 1990 as specified in Section 318. However, should FWS decide to list the owl as "threatened", BLM would be required to consult with FWS under different criteria. If listing does occur in June 1990, FWS would be required to formally define "critical habitat", and a recovery plan for the owl will need to be developed. These actions have the potential to significantly affect BLM's planned sale offerings in 1990 and 1991.

Additionally, the BLM is also participating on an Interagency Scientific Committee to address the issue of conservation of the northern spotted owl. This team of scientists is reviewing all known spotted owl data with the objective of developing both short and long term recommendations for the protection of northern spotted owls. Their recommendations will be submitted to the affected land management agencies in March, 1990. This information will be used to develop alternatives that will be included in the on-going RMP process. These recommendations will likely affect future sale volumes.

Market Conditions

Due to accelerated harvesting in 1988 and 1989 coupled with the reduced level of offered timber due to the issues involving the northern spotted owl, the level of "sold but unharvested timber" is at a record low. Available "on the shelf" prepared timber sales are also virtually nonexistent. This situation has resulted in a high demand for a limited supply of timber with resultant high bid prices. Revenues continue to be high, however, the level of timber sold and available for harvest is still less than what has been historically available. The market will continue to be volatile and it is very difficult to predict exactly how the market will continue to react to the uncertainties of the timber supply.

OLD GROWTH DOUGLAS-FIR

Measurement of old-growth tree in area set-aside as spotted owl habitat.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	22,982	22,603	-379
(FTE)	(703)	(635)	(-68)

The 1991 estimate is a decrease of $379,000 and 68 FTE.

Because of the effects of taking extra protection measures for northern spotted owl habitat and the need to prepare more timber sales in areas of second growth timber which involves a greater number of tracts with smaller acreages and less volume, the timber sale preparation process becomes more time consuming. Given the limited availability of lead time to prepare sales for 1991, BLM expects to offer 15 MMBF less for sale in 1991 for a total planned level of 950 MMBF. Therefore, there is a reduction of $379,000 and 6 FTE.

The additional 62 FTE decrease results from a reduced level of "Excess Receipts" funding compared to 1990. Therefore, the BLM will reduce the number of temporary and seasonal employees who were funded.

O&C Timber Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base 2/	1991 Estimate 2/	Inc. (+) Dec. (-) from Base
Minor Forest Products (# Permits)	10,440	10,000	10,000	10,000	---
Inventory (000's acres)	386	70	30	30	---
Timber Mgt. Plans (#) 1/					
- Regular program	20	20	40	40	---
- "Excess Receipts" 2/	---	20	---	---	---
Total	20	40	40	40	---
Sales Prepared (#)					
- Regular program	282	240	240	230	-10
- "Excess Receipts" 2/	---	145	(85)	(85)	---
Total	282	385	325	315	-10
Timber Volume Offered (MMBF)					
- Regular program	745	715	715	700	-15
- "Excess Receipts" 2/	---	440	(250)	(250)	---
Total	745	1,155 3/	965	950 3/	-15
Harvest Volume (MMBF)	1,348	1,200	1,050	1,050	---
Total Volume Sold but unharvested - End of Year (MMBF) 4/	1,210	1,165	830	1,065	+235

1/ Timber management plans can be annual or 5-year timber sale plans, development, update or revision.

2/ Additional program capability due to the "Excess Receipts" provision of the 1990 Appropriations Act. (P.L.101-121). The workload accomplishments in 1991 represents an increase in outputs due to efforts expended in 1990 as well some carryover of this funding capability into 1991.

3/ These volume figures are the totals planned and prepared to be offered. Due to the uncertainties associated with the conferencing process with the FWS regarding the spotted owl and the unknowns due to the proposed listing, it is not possible to provide a precise figure of how much of the timber will actually be awarded and available for harvest. The total planned sale offering level for 1990 is consistent with the level as mandated by Congress in the 1990 Appropriations Act.

4/ The historical level of sold, but unharvested timber has been about 2.4 MMBF annually or about 2 years worth of normal sale offerings.

Distribution of change by object class

The object class detail for the proposed decrease of $379,000 and 68 FTE 1/ is as follows:

	FTE	Amount
Personnel compensation	-6	$ 192,000
Personnel benefits		38,000
Travel and transportation of persons		8,000
Transportation of things		23,000
Communications, utilities, and miscellaneous charges		19,000
Other services		48,000
Supplies and materials		[illegible],000
Equipment		[illegible],000
Total		$379,000

1/ The 68 FTE includes a reduction of 62 FTE in staffing capability due to a reduction in that portion of the program which is funded by "Excess Receipts" capability. Personnel costs and benefits of this FTE reduction are not included in the decreased funding as they were not funded as a part of the regular appropriated funds.

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Reforestation and Forest Development

(dollars in thousands)

Program Elements		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Reforestation and Intensive Mgt.	$	29,013	28,620	28,686	28,483	-203
	(FTE)	(451)	(451)	(448)	(405)	(-43)
FIR/COPE	$	1,300	1,300	1,300	1,300	---
	(FTE)	(---)	(---)	(---)	(---)	(---)
"Excess Receipts"	$	19,193	19,193	---	---	---
Total Requirements	$	49,506	49,113	29,986	29,783	-203
	(FTE)	(451)	(451)	(448)	(405)	(-43)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	49,506	-393	49,113

The 1990 adjusted appropriation includes a decrease of $393,000 as a result of P.L. 99-177. This reduction in capability results in reduced accomplishments of lower priority treatment acres. The reduced accomplishments include 16,700 acres of inventory, 450 acres of site preparation, 700 acres of reforestation and 490 acres of plantation maintenance.

Objectives

The major objectives of the Reforestation and Intensive Forest Management program are to:

- successfully reforest all harvested, burned or otherwise denuded forest land; and
- increase the growth rates of forests to a level that supports the sustained yield of timber harvest as mandated by the O&C Act of 1937, the Federal Land Policy Management Act of 1976 and approved plans.

REFORESTATION AND INTENSIVE MANAGEMENT

Base program

The 1991 base program is $28,686,000 and 448 FTE. This program provides for reforestation and other forest development practices in order to utilize the full productivity potential of the timber lands in western Oregon. Reforestation and intensive management are necessary to ensure prompt forest regeneration, to mitigate impacts on other resources, and to ensure that the new forest will grow at rates projected in approved timber management plans. The relative degree of success of the applied practices and the resultant rate of growth are an integral part of the calculations of the allowable sale quantity (ASQ). The success or failure of reforestation and intensive management practices have a direct correlation not only to the goals of good forest management and the principles of forest ecology, but also to receipt collections in the outyears because of the "investment nature" of the program.

Sustained Yield Requirements

BLM Western Oregon Districts are operating under an allowable cut plan and calculation that was developed in the early 1980's and will be effective through 1992. The drafts of the new plans are scheduled to be completed in 1991 with the final due to be published in 1992. The current ASQ of 1,176 MMBF is composed of a "base" level of 1,042 MMBF and an "intensive" level of 134 MMBF. The "base" level represents an allowable annual flow of timber volume sustainable in perpetuity provided that all areas harvested receive site preparation, are reforested, receive plantation maintenance and genetically improved planting stock is available at the time in the amounts needed.

Approved timber management plans identify the sustained yield sale level (ASQ) and activities essential to support it. These activities include:

1) Minimum acceptable program actions necessary to support the "base level" component of the sustained yield harvest level; such as the following:

   - o Site survey to determine need for treatment and treatment effectiveness;
   - o Preparing sites for planting;
   - o Planting of high quality genetically superior seedlings;
   - o Maintaining plantation survival and growth by protecting seedlings from damage by animals, drought, and heat and by releasing seedlings from competing vegetation; and
   - o Improving the genetic quality of planting stock through seed orchard establishment.

2) Activities which maintain or achieve optimum conditions for tree and stand growth in order to support the "intensive level" component of the sustained yield harvest level; such as the following:

   - o Precommercial thinning;
   - o Fertilization; and
   - o Stand conversion.

Base Level Component Requirements for effective reforestation vary according to individual harvest units. Actual needs start with inventory and usually require expenditures for site preparation. Site preparation techniques, including prescribed burning, are frequently required prior to the actual reforestation. The workload shown for site preparation includes output resulting from funding both from this subactivity and from timber contract expenses in the "Service Charges, Deposits, and Forfeitures" appropriation.

Investments in maintenance include paper mulching around tree seedlings, protection from animal damage with vexar tubing or chemical repellants, and the removal of vegetation competing with tree seedlings either through use of mechanical means or herbicides.

Tree planting alone will not achieve the desired resource management results. In many cases, tree seedlings will not survive without added maintenance investments. Lack of maintenance can result in a loss of previous investment in funds and efforts as well as additional expenditure because site preparation and reforestation efforts may have to be repeated. In addition, growth losses will also occur which will result in a reduced volume availability in future decadal calculations of the allowable sale quantity.

NEW FORESTS

Forester examining vigorous growth in a new forest.

Land treatments, such as the use of herbicides, are sometimes necessary for planted seedlings to achieve optimum growth. Competition from other species will decrease potential growth rates. Later, precommercial thinning is used to remove selected trees, concentrating light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber. In addition, BLM, through its tree improvement program, seeks to improve the genetic traits of the trees in order to provide for faster growing, higher quality trees and disease resistant tree populations.

Plantation maintenance is essential to the survival of seedlings. Since 1984, the application of herbicides has been prohibited due to court injunction and has resulted in overall higher cost per acre for treatment. These more costly alternatives to herbicides have resulted in less than effective results as well as in considerably fewer acres being treated. A large amount of untreated plantation acres are now threatened with loss of growth or failure of seedlings to survive.

Intensive Level Component The "intensive" level of sustainable annual flow is that portion attributable to growth enhancement and is dependant upon the annual completion of an average of 820 acres of stand conversion, 12,240 acres of precommercial thinning and 22,190 acres of fertilization. Since 1986, very little intensive management work has been accomplished since resale of "buy back" timber sales were substituted for "new" sales. This substitution created an "offset" when the acres of "new" sales were not deleted from the base. This "offset" has been used in lieu of intensive management activities. The last year that this "offset" could be used in the determination of the allowable sale quantity is 1990. The accomplishment of the prescribed intensive management practices would be necessary in order to offer a full allowable harvest level, which includes the intensive management increment, beginning in 1991.

The utilization of these buy back "offsets" in lieu of performing intensive management may, in fact, result in potential future harvest reductions due to loss of growth because "biological windows" of increased growth opportunities may have been foregone in many cases.

Workload Elements

The forest development and reforestation workload is accomplished principally through contracting specified treatment projects (i.e., slash burning, tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with BLM personnel, usually temporary employees. Types of work which involve permanent BLM personnel primarily include monitoring and research facilitation, environmental assessment, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

- **Monitoring and Research Facilitation** - Includes all work associated with field studies and research facilitation to identify development needs and to monitor results of past actions.

- **Environmental Assessment** - Includes all work involved in preparing and reviewing environmental assessments relating to intensive forest management practices.

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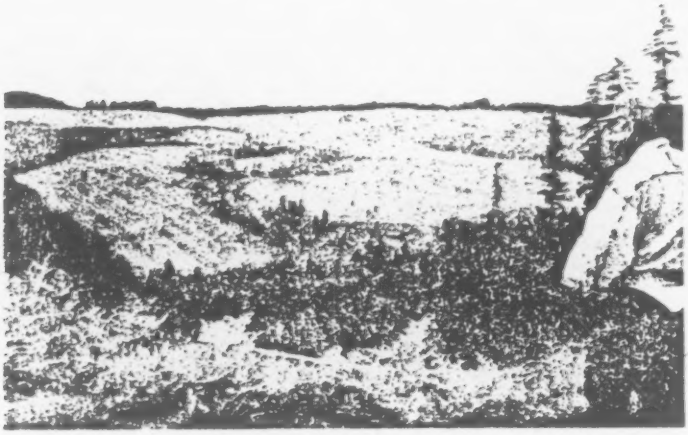
- **Inventory, Project Planning, Layout and Contract Preparation** - Includes all work involved in conducting pre-and-post-treatment survey to identify needs and evaluate treatments, and the preparation of land treatment contracts for bid advertisement and award.

- **Contract Administration** - Includes all work associated with the supervision and administration of land treatment, research and other support contracts such as genetic improvement.

- **Seed Orchard Operation** - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, and Tyrrell seed orchards, including the progeny test plantations where genetically superior trees are grown for the purpose of determining which superior trees will be used for seed production.



TYRRELL SEED ORCHARD

In the future, this seed orchard will provide high quality Douglas-fir tree seed from specially bred trees that are genetically superior.

Relationship of Timber Harvest Level to Reforestation Needs

The lag between timber harvesting and reforestation exists because of the need to produce the proper seedlings and to perform site preparation prior to actual planting of seedlings.

The following table illustrates the relationship of timber harvest levels to reforestation:

TIMBER HARVESTING AND REFORESTATION
(1977-1991)

Year	Harvest (Million board feet)	Final Harvest Acres	Reforestation (acres)
1977	1,032		26,333
1978	1,061		32,890
1979	1,040		31,016
1980	929		26,917
1981	857		28,198
1982	320		20,192
1983	812		17,149
1984	1,039	21,075	17,463
1985	1,008	24,333	17,642
1986	1,204	27,630	23,587
1987	1,300	30,704	27,901
1988	1,642	38,284	24,584
1989	1,348	30,118	34,749
1990 (est.)	1,200	28,400	41,000
1991 (est.)	1,050	27,270	35,400

The effort to expedite accelerated salvage of 1987 fire killed timber, combined with a strong lumber market for Pacific Northwest timber, raised BLM's total timber harvest to 1,642 MMBF in 1988 and to 1,348 MMBF in 1989. This is considerably higher than the normal rate of harvest. The BLM has been increasing reforestation efforts since 1986 to keep pace with this increased rate of harvest. Due to the shortage of timber supply in the Northwest, it is expected that the volume of harvest will continue to exceed the normal level through 1990, at which time the rate of harvest is anticipated to begin to reduce to a more stable annual level.

As a result of this increased harvest, forest development program needs in terms of site preparation, tree planting, plantation maintenance, and tree improvement have also increased significantly resulting in the current number of acres needing treatment.

The impact of the restriction on the use of herbicides since the injunction in 1984 is also affecting the current programs. The increased treatment costs because of the use of more expensive alternative methods has resulted in fewer acres being treated and a treatment acreage backlog has resulted. Some of this backlog has resulted in reduced seedling survival as well as loss of growth.

The availability of herbicides by 1991 remains highly uncertain in light of the likelihood of continued legal challenges. If herbicide use was to become available in 1990 or 1991, the capability of the BLM to accomplish any significant amount of additional acreage will be very limited, because of the need to rebuild the logistical aspects of the program, such as acquiring updated pesticide application certifications for BLM project inspectors, as well as complying with the additional constraints that would be expected.

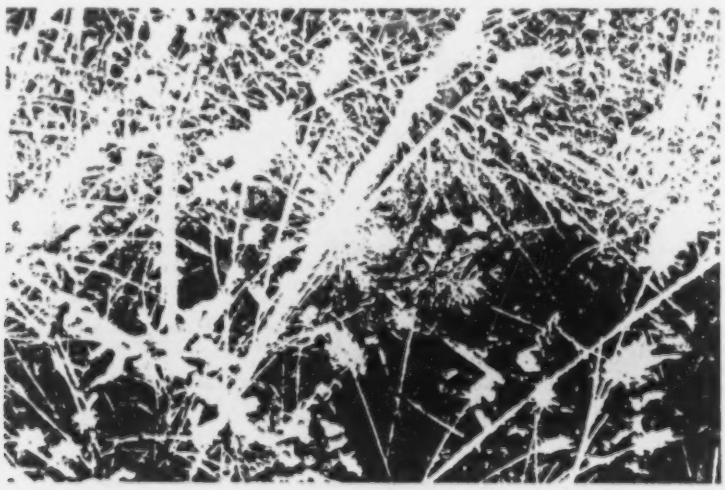
Reassessment of Reforestation and Forest Development Needs

A new analysis which reassessed and updated treatment needs for western Oregon was completed in late 1989. The purpose for conducting this analysis was the apparent variability that existed in previous estimates. It was determined that there are factors, both controllable and uncontrollable, which contribute to the variability. The uncontrollable factors include the uncertainty in

projecting future treatment needs, the reduced program capability and the market conditions which have resulted in record levels of harvest activity in recent years. The reassessment improved the definition of terms and the information collecting and verification process, which were identified as controllable factors. The analysis resulted in a total treatment need identified for 1990 which substantially exceeded the previously identified backlog. This backlog was identified to portray the critical treatment needs where plantation survival was threatened or "biological treatment windows" were passing.

The identified additional needs are important because treatment prevents the need from becoming critical. The total need also represents a static portrayal of a dynamic program. There is an inherent variability in projecting future needs. For this reason the data was collected as both firm and projected needs. Firm needs are supported by site specific in-place treatment recommendations. Projected needs are those based on anticipated harvests or plantation mortality. As time passes projected needs become firm or drop out and new projections are made. The new total need which is illustrated in the "Analysis of Treatment Needs" is comprised of:

- o critical needs,
- o treatments deferred due to their lower priority and the lack of herbicides, and
- o opportunities to maximize the future sustained yield and harvest revenue potential.



PLANTATION MAINTENANCE

Plantations need maintenance treatments in order to prevent seedling death or significant growth loss due to vegetative competition.

ANALYSIS OF TREATMENT NEEDS

	Site prep. (acres)	Reforest. (acres)	Plant. Maint. (acres)	Pre-Comm. Thinning (acres)	Fertil. (acres)
Total 1990 Need 1/	72,300	55,700	172,300	57,700	140,800
Anticipated 1990 Treatments 2/	-26,600	-41,000	-65,200	-14,400	-24,300
Expected Carryover into 1991	45,700	14,700	107,100	43,300	116,500
Anticipated "new" 1991 needs	+20,000	+40,000	+35,000	+12,200	+22,200
Total 1991 Need	65,700	54,700	142,100	55,500	138,700
Proposed 1991 Treatments 2/	-21,200	-35,400	-42,200	-5,500	-9,300
Expected Treatment Needs at 1991 EOY	44,500	19,300	99,900	50,000	129,400

1/ Acreage as identified in the late 1989 analysis which reassessed treatment needs and provided updated data for program planning.

2/ Includes accomplishments achieved with "excess receipts" funding.

"Excess Receipts" Program

The 1990 Appropriations Act for the Department of the Interior and Related Agencies, (P.L. 101-121), provided for the return of 50% of the O&C and CBWR receipts in excess of what was estimated for 1989 in the 1990 President's Budget to the BLM O&C Grant Lands account. These "excess receipts" are to be used "for reforestation and forest development and timber management."

This increased availability of funds in 1990 along with anticipated carryover into 1991, with its associated probable accomplishments, have been considered in the development of the proposed 1991 budget. The added capability due to "excess receipts" funding capability will provide for the elimination of the previously identified treatments needs of site preparation, reforestation, and stand maintenance, and the continuation of the tree improvement program. In addition, these funds will provide the capability to complete a portion of the 2-year average annual increment of "intensive management" during the 1990-1991 period, 19,900 acres of precommercial thinning (81% of the two year average) and 33,600 acres of the fertilization (76% of the two year average).

A report to Congress, due 30 days after submission of the President's Budget, on the planned use of the "excess receipts" will provide a greater level of detail on the 1990 and 1991 anticipated expenditures and accomplishments.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	28,686	28,483	-203
(FTE)	(448)	(405)	(-43)

A decrease of $203,000 and 43 FTE is proposed for 1991. This reduction results from plans to reduce lowest priority treatment acres with appropriated funds. The reductions include 10,000 fewer acres of inventory, 200 fewer acres of site preparation, 400 fewer acres of reforestation and 300 fewer acres of plantation maintenance from the 1991 Base in regular funds.

The availability of carry-over of "excess receipts" funding in 1991 will allow the BLM to accomplish 37,000 acres of inventory, 3,700 acres of site preparation, 4,100 acres of reforestation, 14,700 acres of plantation maintenance, 5,500 acres of precommercial thinning, and 9,300 acres of fertilization. These are units which can be accomplished over and above those that are funded with regular appropriated amounts in 1991. They allow BLM to make substantial progress in addressing the needs for reforestation and intensive timber management in western Oregon. Given the consideration of regular appropriated funds and the carry-over "excess receipts", BLM is able to make substantial progress in the Forest Development program in 1991. The results of the 2-year (1990-1991) accomplishments will bring the status of the forest resource in western Oregon into a much better condition than it was in 1989.

The FTE decrease is a reduction in capability as a result of a reduced availability of "Excess Receipts" funding from 1990 that is being carried over into 1991. These FTE represent term, temporary and seasonal employees who were hired as a result of the "excess receipts" funding.

Reforestation and Forest Development Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels (including "Excess Receipts") are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base 1/	1991 Estimate 1/	Inc. (+) Dec. (-) from Base
Inventory (000's acres)					
Regular program	136	38	120	110	-10
"Excess Receipts" 1/	---	113	(37)	(37)	---
Total	136	151	157	147	-10
Site preparation (acres)					
Regular program	13,263	16,400	17,700	17,500	-200
"Excess Receipts" 1/	---	10,200	(3,700)	(3,700)	---
Total	13,263	26,600	21,400	21,200	-200
Reforestation (acres)					
Regular program	34,749	29,500	31,700	31,300	-400
"Excess Receipts" 1/	---	11,500	(4,100)	(4,100)	---
Total	34,749	41,000	35,800	35,400	-400
Maintenance (acres)					
Regular program	23,720	26,100	27,800	27,500	-300
"Excess Receipts" 1/	---	39,100	(14,700)	(14,700)	---
Total	23,720	65,200	42,500	42,200	-300
Precom. thinning (acres)					
Regular program	---	---	---	---	---
"Excess Receipts" 1/	---	14,400	(5,000)	(5,500)	---
Total	---	14,400	(5,000)	(5,500)	---
Fertilization (acres)					
Regular program	---	---	---	---	---
"Excess Receipts" 1/	---	24,300	(9,300)	(9,300)	---
Total	---	24,300	(9,300)	(9,300)	---

1/ Additional program capability due to the "Excess Receipts" provision of the 1990 Interior Appropriations Act (P.L. 101-121). The workload accomplishments in 1991 represent an increase in outputs due to efforts expended in 1990 as well some carryover of funding capability into 1991.

Distribution of change by object class

The object class detail for the proposed decrease of $203,000 and 43 FTE 1/ is as follows:

	FTE	Amount
Travel and transportation of persons		$ 4,000
Transportation of things		9,000
Communications, utilities, and miscellaneous charges		8,000
Other services		144,000
Supplies and materials		30,000
Equipment		8,000
Total		$203,000

1/ The 43 FTE represents a reduction in temporary and seasonal staffing capability due to a reduction in that portion of the program which is funded by "Excess Receipt" funding. Personnel costs and benefits are not included in the decrease of funding since they were not funded as a part of the regular appropriated funds.

FIR/COPE

Objectives

- The objective of the FIR (Forestry Intensified Research) Program is to analyze and develop new ideas and technology to solve reforestation problems in Southwestern Oregon and return these areas to the timber base.

- The objective of COPE (Coastal Oregon Productivity Enhancement) Research Program is to develop methodologies and techniques for speeding up resource restoration, productivity enhancement and maintenance of the Coastal Oregon Forests.

1991 program

A total of $1,300,000 is included in the 1991 program for the FIR and COPE research projects.

FIR was developed to improve reforestation and timber stand improvement technology for Southwest Oregon. Work is primarily performed by Oregon State University in participation with BLM, the Forest Service, the State of Oregon Forestry Department, and various industrial and private landowners. Initiated in 1979, FIR is in the final phases of its schedule. There will be an extension of several years in the adaptive phase to facilitate application of the findings.

In 1991 COPE will be its 5th year of development. This is a cooperative program with the Forest Service and Oregon State University to find methods to improve timber production, silvicultural practices, fire and air quality management, watershed protection, soil stabilization, fisheries enhancement, and resource and economic analysis for western Oregon forest land from the Columbia River south to the California border and from the Pacific Ocean to the eastern slope of the Coast Range.

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Other Forest Resources Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	3,518	3,472	3,558	3,785	+227
(FTE)	(65)	(65)	(65)	(68)	(+3)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	3,518	-46	3,472

The 1990 adjusted appropriation has been reduced by $46,000 due to the effects of P.L. 99-177. This loss of program capability in Other Forest Resources results in the loss of capability to accomplish the following planned items: 5 recreation protection projects , 1 watershed improvement project and 1 anadromous fisheries project.

The subactivity, Other Forest Resources Management, includes the program areas of Rangeland Management; Recreation Management; Soil, Water and Air Management; and Fish and Wildlife Habitat Management as conducted on BLM administered lands in western Oregon.

RANGELAND MANAGEMENT

Objectives

The major objectives of the Rangeland Management program are:

- o utilize available forage for livestock production;
- o maintain and improve vegetative conditions; and
- o accomplish vegetation-related resource management goals and objectives in western Oregon.

Base program

This program provides for grazing administration on Public Lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. The Rangeland Management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In several areas where

there are large and well blocked lands, coordinated resource management plans have been developed and needed management improvement projects constructed.

Various projects on O&C lands, such as fences and water developments, are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. Livestock management projects also help to accomplish other vegetation related management objectives such as the protection and improvement of important wildlife habitat and the protection of threatened and endangered plants and animals.

RECREATION MANAGEMENT

Objectives

The major objectives of the Recreation Management program are to:

- Ensure the continued availability of Public Land for a diversity of resources-dependent outdoor recreation opportunities while maintaining the commitment to managing the Public Land consistent with the O&C Act and the principles of multiple use;
- Manage and monitor the basic natural, cultural and scenic resources found on the Public Land in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation opportunities and experiences;
- Place a priority on providing for a variety of public recreation opportunities and experiences through visitor awareness information, interpretation, and protection, with emphasis on on-the-ground presence;
- Expand and strengthen cooperative partnerships with federal, state and local agencies and the private sector to enhance the outdoor recreation opportunities offered on and adjacent to the Public Land;
- Recreation planning efforts will assure public awareness and encourage public participation. The BLM will cooperate in other federal, state and local recreation planning efforts;
- Limit or allocate recreation use as necessary, through the use of the BLM planning system;
- Issue special recreation permits in an equitable manner as a means to control visitor use, to protect the resources, and to provide for private and commercial recreation use;
- Assure that recreational users assume their share of the cost of maintaining recreation facilities and the protection of resources by establishing and assessing equitable fees at appropriate facilities and for certain recreational uses of the Public Lands; and
- Develop and maintain cooperative relationships with national, state and local tourism entities and to assist them in promoting local tourism.

Base program

The western Oregon program is operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including provision of recreation facilities and the provisions of FLPMA which

are applicable to all areas of the Public Land. As a result of the proximity of these lands to the Willamette Valley, coastal population centers, and major transportation corridors, western Oregon lands provide a unique diversity of recreation opportunities to a large number of visitors. The management of and provision of recreation facilities is consistent with the BLM's multiple use mandate and specific legislative requirements such as the O&C Act, FLPMA, National Historic Preservation Act, etc..

The western Oregon lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity and quality. The base program encompasses workload associated with 88 miles of rivers in the National Wild and Scenic River system; 65 miles of National Recreation, Scenic and Historic Trails; 50 developed recreation sites and 24 undeveloped sites; over 10,000 miles of roads suitable for travel by normal vehicles, and several thousand miles of primitive roads used for back-country exploring, hunting and fishing, etc.; 35 boat access sites; 222 miles of floatable rivers, 2,125 miles of fishing streams; and 11 special and 19 extensive recreation management areas.

To guide its recreation program into the year 2000, BLM has completed *Recreation 2000. A Strategic Plan*. This Plan provides for a historical look at BLM's role in providing management of the Public Lands, a discussion and examples of the economic benefits of Public Land recreation, and a look to future trends and their impact on BLM. The Plan highlights where BLM intends to concentrate its efforts in programs related to recreation. The primary purpose of the plan is to provide a clear statement of BLM recreation management policies and goals. Oregon has prepared a State Strategic Plan to guide the implementation of the recreation management goals and policies within the State.

Public demand for recreational use of the western Oregon lands has increased from 2.1 million visits in 1982 to 2.8 million in 1988. Use by 1991 is predicted to be between 3 million and 3.5 million visits.

Under the base program, BLM provides a wide range of recreation opportunities consistent with intensive forest management objectives including the management of Congressionally designated recreation areas. Through interpretive techniques, management of recreation use occurring on western Oregon lands provides a basis to provide greater understanding and acceptance of intensive forest management programs. The focus is on providing recreation opportunities, visitor services/information and protection of high priority special recreation management areas such as designated Wild and Scenic Rivers, the Pacific Crest Trail, and major recreation sites such as Loon Lake and Hyatt Lake.

An important component of the program involves providing visitor management services, including on-the-ground management presence. The base program also assists in funding two BLM Rangers. These rangers add visibility for the BLM as well as augment local law enforcement authorities who cannot provide a full time law enforcement presence or resource-trained personnel. The presence of BLM Rangers trained in law enforcement and use supervision is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, and to help assure visitor safety.

Many recreation opportunities are made available to the public through the issuance of special recreation permits. This is an essential function because of the accompanying monitoring and compliance activities which provide the BLM with the capability to control use and aid in the protection of resources. The public is also well served through the permitting of commercial operators because many people lack the proper equipment and/or "know-how" to utilize the

available recreation opportunities and would not have the opportunity to experience them. Issuance of permits also provides a direct monetary return to the federal government. In 1989, collections from 112 commercial permits in western Oregon totaled over $128,442. Commercial recreation use and competitive events have an important economic implication to the local communities as they generate economic returns in the proximity to the activities. This is particularly true with whitewater boating on the Rogue, Klamath and North Umpqua Rivers.

In addition to the commercial permits, approximately $40,000 in noncommercial fees were collected and $110,399 in recreation site fees.

Resource Protection is also an important component of the Base program. This portion of the program is directed toward preventing degradation or damage to resources from recreation oriented activities. This component includes project work needed to reduce erosion by directing use away from fragile soils, installation of devices to prevent overuse of sensitive vegetative or wildlife areas, landscape treatments, etc. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land use activities through the addition of stipulations to leases and permits.

The Base program also includes preservation and management of archeological and historical resources. It provides appropriate sites for natural history research, which provides data that aids in resource program planning, including forest management.

SOIL, WATER AND AIR MANAGEMENT

Objectives

The objectives of the soil, water and air management program are to:

- Provide management with baseline inventory data on soil and water resources including information on soil capabilities, suitabilities, behavior and use limitations;
- Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity or water quality nor negatively affect runoff;
- Provide management with information on air quality, climatology and meteorology;
- Monitor water and air quality (i.e., smoke impacts, acid rain, visibility) and evaluate conditions to determine if Bureau activities are negatively impacting water or air quality; and
- Take necessary actions to ensure activities are in compliance with National and State laws and regulations.

Base program

The goals of this program are to fulfill provisions of the O&C Act which requires management of O&C lands for permanent forest production, including protection of watersheds and regulation of stream flow. The program is also guided by E.O. 12088 which requires federal compliance with Pollution Control Standards. BLM is actively involved in Federal and State programs for smoke management, acid rain monitoring, and nonpoint source water quality problem identification and monitoring.

The benefits of the program accrue mainly to the resources and include:

- Maintaining and increasing the soil's capability to produce timber and related products;
- Ensuring that timber sale plans are in compliance with relevant laws and regulations; and
- Maintaining site productivity through on-site water management and design of water control facilities such as adequate installation of bridges and culverts in order to protect the road system while minimizing the impacts to the fisheries resources.

An emphasis in the 1991 workload will be on program support for development of western Oregon Resource Management Plans (RMPs) for the 1990s. Increased watershed monitoring will be offset by a decrease in soil surveys. Monitoring is expected to increase as a result of completion of the decadal planning effort and the start of implementation of the watershed recommendations and the need for soil surveys is diminishing. Global change research activities will be initiated in 1991 in coordination with other program activities.

WILDLIFE AND FISHERIES HABITAT MANAGEMENT

Objectives

The objectives of the Wildlife and Fisheries Habitat Management program in western Oregon are to:

- Improve anadromous fisheries habitat consistent with BLM's *Fish and Wildlife 2000* program and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future";
- Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species, consult with the Fish and Wildlife Service (FWS) when there is an initial determination that an action may affect any T/E species and to aid in the recovery of T/E species;
- Comply with Executive Orders No. 11988 and No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat; and
- Implement Oregon's *Fish and Wildlife 2000* plan and Riparian Strategy.

Base program

The BLM wildlife and fisheries habitat management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species and T/E plant and animal species occurring on the Public Land in western Oregon.

In 1988, a strategic plan for the BLM's wildlife and fisheries program *(Fish and Wildlife 2000)* was completed which describes goals and objectives for more efficient management of fish and wildlife resources, and also outlines the direction of the BLM's efforts between now and the year 2000. Under the program for the future, program goals and objectives are identified for three major components: Wildlife Habitat Management, Fisheries Habitat Management, and T&E Species Habitat Management. The *Fish and Wildlife 2000* Plan defines the program according to these manageable categories and also provides a focus for the entire program, while the specific objectives listed relate directly to western Oregon lands.

By early 1990, Oregon will have completed its state level *Fish and Wildlife 2000* Plan outlining specific objectives and actions to be taken within the State. During 1991, this plan will be ready for implementing actions in all components of the program.

Benefits of the wildlife and fisheries habitat management program include providing wildlife habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the timber management program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly, effective and environmentally sound timber management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, and T/E species, into various condition classes and needs.

Anadromous Fisheries

One of the most valuable resources in western Oregon is its stream habitat for anadromous fish. In recent years, however, the production of wild coho salmon has declined. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities. Beginning in 1986, additional funding to support the Anadromous Fish Habitat Enhancement Plan has allowed BLM to increase stream improvement projects, intensify monitoring studies, and initiate a planning effort on a 5-year program to improve stream habitat for anadromous fisheries. The base program for 1991 includes funds for a portion of the scheduled implementation needs as identified in the annual schedule of the 5-year plan.

The types of improvement projects include opening of blocked streams to remove obstacles to fish passage and to improve spawning and rearing habitat to increase fish survival rates. Specific practices include log jam removal to improve fish passage, replace gravel in spawning areas, and placement of instream structures to enhance spawning and rearing areas. These efforts are also part of BLM's role in an interagency cooperative effort with the State Coho Salmon Enhancement Program.

Sensitive Species Habitat Management

Presently, the single most important issue facing the wildlife habitat program in western Oregon is the northern spotted owl and its response to the ongoing timber management program.

Northern Spotted Owl research is conducted to facilitate overall management of the western Oregon forests. The base funding level would provide for continued spotted owl research and monitoring of the owl to determine if management actions are producing the intended results. Due to recent changes in the status of the northern spotted owl, the proposed listing by the FWS and the continuing uncertainties associated with the species requirements, the base level of funding provides only a limited amount of the program response that is now required. A much higher level of technical assistance, consultation, research, and monitoring will be necessary in order to accelerate the acquisition and analysis of data, prevent delays in other program actions and to avoid further litigation.

The BLM signed a formal agreement with the State of Oregon Department of Fish and Wildlife on December 22, 1987 to protect 110 northern spotted owl sites, each site being approximately 2,000 acres in size. This agreement is to be in effect until the 1990's Resource Management Plans are completed as they will establish the long-range management objectives for northern spotted owl habitat. BLM has implemented an intensive monitoring plan to track spotted owl activity on all 110 sites and is protecting the sites by scheduling timber

harvest away from these areas until the 1990's plan is implemented. Section 318 of the 1990 Appropriations Act has added an additional 12 sites to be protected to the original 110 in the agreement. The Plan for the 1990's will spell out what action is to be taken in the future to protect the owl and its habitat. Past litigation regarding the northern spotted owl, the proposed listing by the FWS as threatened and the requirements and implications of Section 318 of the 1990 Appropriations Act, have resulted in considerable changes in the activities associated with the species (see discussion in Timber Management for more information on the specifics of the status of the northern spotted owl issue). Monthly reports are being submitted to Congress by BLM, FWS and USFS on the status of the requirements of Section 318.

NORTHERN SPOTTED OWL

The spotted owl, which inhabits the forested areas of western Oregon, is the subject of special management attention.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	3,558	3,785	227
(FTE)	(65)	(68)	(+3)

The 1991 Estimate is an increase of $227,000 and 3 FTE. The increase will be used to fund activities in two of the four program areas in Other Forest Resources. Increases in these program areas will aid in demonstrating BLM's efforts to attain an effective balance in the multiple use concepts in western Oregon. Legal challenges as well as public interest in these programs has been increasing dramatically in recent years. The recognition of these resources and their values are creating a new awareness in the eyes of the public and the BLM intends to meet these challenges and demands through enhancement of these various program areas.

Specific increases by program area are as follows:

Recreation Management (+$110,000 and 2 FTE)

An increase of $110,000 and 2 FTE in this program area will be used to fund the implementation of high priority *Recreation 2000* initiatives, including visitor services and wild and scenic river management. This is a priority item as identified in the State's implementation plans. This funding priority on the recently designated addition of four rivers to the National Wild and Scenic River System in western Oregon has increased public awareness of the Public Land as well as increased the management responsibility of the BLM. Funding priority will be for the purpose of inventory, planning, permitting, visitor management and resource protection in these congressionally designated areas.

Wildlife and Fisheries Habitat Management (+$117,000 and 1 FTE)

An increase of $117,000 and 1 FTE in this program area will be utilized for: (1) beginning implementing *Fish and Wildlife 2000* initiatives (such as the Dean Creek HMP, New River ACEC and anadromous fish habitat projects), and (2) increased activities related to spotted owl habitat management including monitoring, studies and coordination with the Fish and Wildlife Service and other agencies. This work will enhance the future survival of the spotted owl as well as to help ensure that future timber sales are prepared with the best information available regarding the northern spotted owl and its' habitat requirements.

Other Forest Resource Management Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
RANGE					
Inventory (000s acres)	2	2	2	2	---
Allotments monitored (#)	54	54	54	54	---
Leases Administered (#)	108	130	148	148	---
Projects Developed (#)	0	0	3	3	---
RECREATION					
Inventory (000's acres)	31	32	25	75	+50
Activity Plans (#)	1	1	1	3	+2
Permits (#)	112	91	95	115	+20
Protection Projects (#)	55	46	47	48	+1
SOIL, WATER and AIR					
Inventory (000's acres)	3	3	3	3	---
Activity plans (#)	2	3	4	4	---
Soil survey (000's ac.)	59	52	10	10	---
Water right document. (#)	7	11	3	3	---
Air monitoring (# stat.)	5	5	5	5	---
Watershed monitoring (# stations)	50	47	57	57	---
Watershed imprvmnts. (#)	12	21	24	24	---
WILDLIFE HABITAT MANAGEMENT					
Inventory (000's acres)	11	11	25	35	+10
Activity plans (#)	---	---	---	2	+2
Monitoring (# plns mon.)	126	119	119	147	+28
Development projects (#)	5	26	20	24	+4
Maintenance projects (#)	28	29	28	35	+7

Distribution of change by object class

The object class detail for the proposed increase of $227,000 and 3 FTE is as follows:

	FTE	Amount
Personnel compensation	3	$ 96,000
Personnel benefits		19,000
Travel and transportation of persons		9,000
Transportation of things		11,000
Communications, utilities, and misc. charges		11,000
Printing and reproduction		2,000
Other services		55,000
Supplies and materials		20,000
Equipment		4,000
Total		$ 227,000

Justification of Program and Performance

Activity: Western Oregon Resources Management
Subactivity: Resource Management Planning

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	2,150	2,122	2,159	1,118	-1,041
(FTE)	(25)	(25)	(25)	(17)	(-8)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	2,150	-28	2,122

The reduction of $28,000 due to PL 99-177 will result in deferring a planned upgrade of computer equipment in 1990. Deferring these upgrades will delay the adaptation of the existing equipment to meet the current demands to support the new RMPs resulting in a less than optimum analyses of information.

Objectives

The objectives of the western Oregon Resource Management Planning program are to:

- Develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;
- Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles;
- Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input; and
- Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

Base program

The 1991 Base program level for resource management planning is $2,159,000 and 25 FTE. Land use planning is mandatory on all Public Lands and is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands.

BLM planning regulations and policy require a full interdisciplinary team for the entire sequence of steps in the planning process. The composition of the team is determined by the district manager after receiving public input on planning issues. The process requires skills and expertise in forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management, landscape architecture, archaeology, public participation techniques, computer programming, and cartography. The district managers and involved area managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate State office staff specialists are involved in the selection of the preferred alternative, and the State Director must concur with the final planning decision.

The current land use plans in western Oregon have been in place since the early 1980's. In 1986, efforts began on the development of new land use plans for the decade of the 1990's. These new plans for all of the lands in western Oregon will deal with the numerous major resource management issues such as old growth management, spotted owls, allowable cut, anadromous fish, etc., and the drafts are scheduled for completion in 1991 with the final scheduled to be approved in 1992. These plans will guide the management of the BLM administered lands in western Oregon for the decade of the 1990's.

When the planning effort was begun, 5 new RMPs were initiated, one for each western Oregon district. Subsequently, a reorganization in southwest Oregon resulted in an administrative transfer of approximately 52,000 acres of O&C land from the Medford District to the jurisdiction of the BLM Lakeview District. This has thereby resulted in an additional planning effort by the Lakeview District in order to maintain consistency in preparing new RMPs for all O&C acres. A total of six RMP's will now be completed.

In 1987, the Bureau developed a Geographic Information System (GIS) and Western Oregon Digital Data Base (WODDB) related to the initiation of new western Oregon resource management plans (RMP's) (see western Oregon Information and Resource Data Systems for additional information). In 1988, work was focused on the initiation of the new RMP's that will ultimately provide land use and other parameters for the 1990's decadal timber management plans. In 1990, there continues to be a major workload with considerable effort going into the development and analysis of alternatives. In 1990 the process of analysis and selection of alternatives will begin. The development of the recommended alternatives and proposed plan decision will occur during 1991 and is scheduled to be completed in late 1991. Final plans and EIS's are scheduled to be completed in 1992, with full implementation to occur in 1993.

The complex issues associated with RMP development require the application of current technology, not only to meet the planning schedule, but also to evaluate an enormous quantity of technical resource data and to assist managers in the resource allocation process for the various alternative management scenarios involved.

The WODDB and GIS systems provide the technical capability to digitize and map the complex and diverse resource information necessary for effective resource management utilizing a computer system. This information is stored so that it can be retrieved for later evaluation, analysis, and application (e.g., the examination of alternative resource allocation decisions, and the potential impacts or consequences of these choices in the RMP).

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	2,159	1,118	-1,041
(FTE)	(25)	(17)	(-8)

The 1991 Estimate is a decrease of $1,041,000 and 8 FTE.

The original plan was that work would be completed on the draft plans and Environmental Impact Statements in 1991, including the estimation of effects and development of preferred alternatives; printing the drafts; analyzing public comments; conducting public meetings; and beginning preparation of proposed plans and final EISs.

During 1991, additional work will be required which is greater than what was indicated in previous schedules. This additional work is related to the continuing controversy over the northern spotted owl. This issue is forcing the BLM to revise and further develop some alternatives in an effort to look at alternative management approaches which achieve a desired level of protection for the owl and still meet the demands for timber.

Additionally, schedule delays have also occurred due to the combined affects of delayed deliveries from contractors for providing basic mapping and data entry for the Geographic Data System and the failure of the computer software to perform as expected. These problems have been resolved, however, delays and increased costs over what was originally anticipated have occurred.

As a result there will likely be an additional 1-year delay in the completion of the six RMP's. At the reduced level of funding, the six districts would continue working on the plans but would not complete and publish the draft plans and associated EISs until 1992.

The reduced funding is possible because the intensity of effort has decreased from that required to prepare the draft plans, and the focus of the effort in 1991 is on completing the development of alternatives and providing for public review and comment.

Distribution of change by object class

The object class detail for the proposed decrease of $1,041,000 and 8 FTE is as follows:

	FTE	Amount
Personnel compensation	8	$256,000
Personnel benefits		52,000
Travel and transportation of persons		45,000
Transportation of things		63,000
Communications, utilities, and miscellaneous charges		120,000
Printing and reproduction		20,000
Other services		211,000
Supplies and materials		210,000
Equipment		64,000
Total		$1,041,000

Activity Summary

Activity: Western Oregon Information and Resources Data Systems

(dollars in thousands)

Subactivity	1989 Actual	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Data Systems Oper. and Management	412	1,360	1,343	1,365	860	-505
Resource Data Acquis. and Management.	213	214	211	217	217	---
TOTAL	625	1,574	1,554	1,582	1,077	-505

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems
Subactivity: Data Systems Operation and Management

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,360	1,343	1,365	860	-505
(FTE)	(12)	(12)	(12)	(10)	(-2)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	1,360	-17	1,343

The 1990 adjusted appropriation is reduced $17,000 pursuant to P.L. 99-177. This reduction will result in a reduced amount of training that was planned for the field offices.

Objective

The objective of the Data Systems Operation and Management Program is to provide for the continued development and operation of an automated data information system in an effective and efficient manner to support the Bureau's management program in western Oregon.

Base program

The 1991 Base program level is $1,365,000 and 12 FTE. Several data bases are maintained in support of western Oregon resource management needs. The majority of these data bases relate directly to timber management and development program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data is maintained for BLM seed orchards, including progeny plantations. Data is maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. This data is eventually used in decisions relating to reforestation of harvested commercial forest land. Inplace inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data is maintained to appraise the value of timber offered for sale. The data is continuously analyzed to predict sale values and changes in market conditions. The data provides monitoring of sales to small and large businesses for set aside sales through Small Business Administration

requirements. Active timber sale contract data is maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula. The collection and retrieval of the data is funded from the forest management subactivity while the operation and maintenance of data systems is funded by this subactivity.

In 1987, the O&C data management effort to support preparation of new RMPs for western Oregon timber lands was initiated with an increase of $250,000 for purchase of ADP equipment for the western Oregon Geographic Information System (GIS) and Western Oregon Digital Data Base (WODDB) development. These systems provide for complete data management integrated with computerized mapping which provides for a total display of available information on a given parcel for effective multiple resource management. In that same year, $1,350,000 was appropriated to the Geological Survey (GS) to support the western Oregon GIS effort. GS subsequently transferred $1,074,000 to BLM for the completion of base maps and to begin the digitizing of resource overlays that are now being used in developing the new resource management plans. Delays in transferring funds and contractor defaults have resulted in higher than planned costs in order to maintain the original schedule. The developmental phase of the western Oregon GIS system should be completed by the end of 1990 and then the focus will be on the actual use of the GIS system to provide indepth analysis of land use alternatives and the eventual selection of the preferred alternative in each of the land use plans.

The WODDB system, which utilizes GIS, will enable field managers in the 20 BLM resource areas in western Oregon to do a much more effective job of managing the complex issues and programs on the 2.4 million acres of land in their jurisdiction. The 41 base map and resource data themes in the system will provide the analytical tools to develop the decadal resource management plans and other resource management activities into the end of the century.

ADP systems for western Oregon have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required, including technical expertise in the subject matter field -- inventory foresters, silviculturists, geneticists, biometricians, and timber appraisal specialists in addition to the ADP technical expertise of programmers, computer specialists, and systems analysts.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	1,365	860	-505
(FTE)	(12)	(10)	(-2)

The 1991 Estimate is a decrease of $505,000 and 2 FTE. This decrease is possible because of a reduced level of support needed for the planning effort for the Resource Management Plans in western Oregon. This reduced level of support is consistent with the proposed schedule of the RMP's. The Estimate level is anticipated to be sufficient for the annual maintenance of the systems.

Distribution of change by object class

The object class detail for the proposed decrease of $505,000 and 2 FTE is as follows:

	FTE	Amount
Personnel compensation	2	$ 64,000
Personnel benefits		13,000
Travel and transportation of persons		17,000
Transportation of things		6,000
Rent, communications, utilities		41,000
Other services		276,000
Supplies and materials		60,000
Equipment		28,000
Total		$505,000

Justification of Program and Performance

Activity: Western Oregon Information and Resource Data Systems
Subactivity: Resources Data and Acquisition

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	214	211	217	217	---
(FTE)	(4)	(4)	(4)	(4)	---

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	214	-3	211

The 1990 adjusted appropriation is reduced $3,000 pursuant to P.L. 99-177. This loss of program capability will result in a reduced amount of mapping support that was planned in support of the field programs.

Objectives

The objectives of the Resource Data Acquisition and Management subactivity in western Oregon are to:

- Improve resource management decision making by acquiring and automating resource base data themes to support ongoing efforts and the future modernization of the automated processes.
- Utilize geographic information technology in support of BLM's timber management and other forest resource programs;
- Produce accurate mapping necessary for resource management; and
- Process data using established remote sensing techniques in support of BLM field operations.

1991 Program

The 1991 program level of $217,000 and 4 FTE and will fund resource base data theme digitizing and management support including new base mapping and high altitude photography needs for BLM western Oregon lands and resources. Existing GIS technology will be used for the automation of the resource base data. Additional information on this program is included in the justification of the Resource Data Acquisition subactivity in the "Management of Lands and Resources" Appropriation section.

Activity Summary

Activity: Western Oregon Facilities Maintenance

(dollars in thousands)

Subactivity	1989 Actual	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Facilities Maintenance	1,467	1,562	1,542	1,583	3,036	+1,453
Transportation Systems Maint.	2,188	2,203	2,174	2,223	3,227	+1,004
TOTAL	3,655	3,765	3,716	3,806	6,263	+2,457

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance
Subactivity: Facilities Maintenance

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,562	1,542	1,583	3,036	1,453
(FTE)	(27)	(27)	(27)	(37)	(+10)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	1,562	-20	1,542

The 1990 adjusted appropriation includes a decrease of $20,000 pursuant to PL 99-177. This reduced capability will result in the deferring of some lower priority non-critical planned maintenance actions such as toilet reroofing and resurfacing of picnic tables at established recreation sites.

Objectives

- Protect the capital investment in BLM-owned buildings, recreation sites and utility systems in western Oregon, and ensure safe, efficient, convenient and functional compatibility to the general public and BLM personnel throughout the facilities' intended design life.

Base program

The 1991 Base program is $1,583,000 and 27 FTE. The types of facilities maintained in the Base program vary from District Office buildings to tree seed extractories and a greenhouse for seedling production. Facility units include 34 sites, 142 buildings, 23 water systems, 11 sewer systems and 6 electrical distribution systems. Base funding also provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 50 developed recreation complexes and 24 undeveloped sites in western Oregon.

Specific implementation strategies in priority order include:

- Perform annual inspection of all buildings, developed recreation sites and utility systems, and identify and establish schedules for needed repairs;
- Perform scheduled preventive maintenance and immediate emergency response to any breakdowns involving water and sewer systems to assure that public and employees health standards are maintained as required by law;

- Perform scheduled preventive maintenance to buildings and recreation facilities to ensure their minimum continued support of resource management programs;
- Perform needed repairs on buildings and sites to bring them up to good cordition; and
- Operate and maintain developed recreation facilities to allow healthful and safe enjoyment and use of the site by the public.

The following table displays the facilities included in the maintenance schedule:

Type of Facility	Number	Size
(Misc. Sites)		
Office Buildings	12	170,546 sq. ft.
Warehouses	20	56,583 sq. ft.
Materials storage buildings	42	60,543 sq. ft.
Quarters	12	12,000 sq. ft.
Fuel tanks	74	115,120 gal.
Radio/repeater buildings	5	4,027 sq. ft.
Special use tree seed orchard buildings	12	53,969 sq. ft.
Eqpmnt & vehicle shop buildings	26	46,781 sq. ft.
Sites/wareyards/grounds	37	1,767 acres
Water systems	23	---
Utility Buildings	11	1,569 sq. ft.
Sewer systems	11	---
Electrical systems	6	---
(Recreation Sites)		
Developed Sites	50	
Undeveloped Sites	24	
Developed campsites (# of family units)	723	
Developed picnic sites (# of family units)	258	
Water systems	30	
Sewer systems	10	
Trails within recreation sites (miles)	19	
Signs	90	

All developed facilities are scheduled to receive preventative maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is accomplished on an as needed and funds available basis.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers and recreation technicians, contract, volunteer and user participation.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	1,583	3,036	+1,453
(FTE)	(27)	(37)	(+10)

The 1991 Estimate is an increase of $1,453,000 and 10 FTE. This increase is a part of the Secretary of Interior's *"Maintaining Infrastructure - Legacy 99"* initiative and includes $450,000 in direct support of the BLM's *Recreation 2000* initiative.

The Secretary of Interior's *"Maintaining Infrastructure - Legacy 99"* initiative is an 8-year program to maintain, repair, and rehabilitate the facilities of the Department as part of Secretary Lujan's "STEWARDSHIP" agenda. It will culminate in 1999, the sesquicentennial of the Department of the Interior, leaving a legacy of suitable facilities for use in the 21st century.

The portion of the increase, $450,000, related to the *Recreation 2000* initiative primarily addresses the need to assure the health, safety and protection of users at the many recreation sites available in western Oregon. This increase also includes initial maintenance for the planned increase in use along the recently designated wild and scenic rivers.

The other portion of the increase ($1,003,000) will provide for the completion of critical corrective maintenance on BLM owned office buildings and other facilities. The following is a representative sample from the list of known corrective measures that will be accomplished on the various facilities:

1. Replace PCB fluorescent ballasts.
2. Replace or repair 11 underground fuel tanks.
3. Install EPA monitoring systems on fuel tanks.
4. Replace or repair 4 water systems.
5. Redrill caved-in water well and deepen other wells to improve water supply.
6. Repair smoke alarm systems.
7. Perform hazard tree surveys and remove hazard trees at 9 identified sites.
8. Regrade drainfield laterals.
9. Install new handrails on footbridges.
10. Major structural repairs to 6 toilet buildings.
11. Rebuild 12 vault toilets.
12. Repair leaky roofs on BLM-owned district office buildings.
13. Repaint 28 buildings.
14. Reroof 17 toilet and other service buildings.
15. Improve handicap access to 15 toilet structures and other use areas.
16. Repair structurally unsound storage sheds.
17. Provide major repair on interior and exterior of a maintenance building.

The requested increase will provide the ability to accomplish the high priority "known" corrective maintenance items necessary to eliminate the health and safety hazards and to bring those identified facilities that are in poor condition up to good condition. This level of increase represents approximately one half of the required level of known maintenance items necessary to protect the investments that have been made in the facilities currently in place as well as to further protect resources and to conserve energy.

The additional 10 FTE will be used primarily for temporary employees as well as for additional contracting expertise to assist in the contracting of those workload items that requires use of outside expertise and labor. Temporary (seasonal) employees are used to accomplish the planned workload in the recreation sites. Supervision of volunteers will also be enhanced which will provide for considerable additional accomplishments at a reduced cost.

Distribution of change by object class

The object class detail for the proposed increase of $1,453,000 and of 10 FTE is as follows:

	FTE	Amount
Personnel compensation	10	$ 320,000
Personnel benefits		65,000
Travel and transportation of persons		22,000
Transportation of things		28,000
Communications, utilities and miscellaneous charges		86,000
Other services		678,000
Supplies and materials		156,000
Equipment		98,000
Total		$1,453,000

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance
Subactivity: Transportation Systems Maintenance

(dollars in thousands)

Program Elements		1990 Enacted To date	1990 Adjusted Approp	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
BLM	$	2,153	2,124	2,173	3,177	+1,004
	(FTE)	(30)	(30)	(30)	(33)	(+3)
Federal Hwy. Admin.	$	50	50	50	50	---
	(FTE)	(---)	(---)	(---)	(---)	(---)
Total Reqmnts.	$	2,203	2,174	2,223	3,227	+1,004
	(FTE)	(30)	(30)	(30)	(33)	(+3)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	2,203	-29	2,174

The 1990 adjusted appropriation includes a decrease of $29,000 pursuant to P.L. 99-177. This will result in the deferral of approximately 29 miles of lower priority road maintenance.

Objectives

The objectives of the Transportation Maintenance program (which is funded through a combination of this current appropriation and a permanent appropriation) are to maintain the BLM's western Oregon road, trail and airstrip system in the condition needed for:

- proper land and resource management;
- the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and
- safe access to forest lands for the forest industry, BLM personnel, and the general public.

BUREAU OF LAND MANAGEMENT

Base program

The 1991 Base program level is $2,173,000 and 30 FTE. The western Oregon Transportation System currently being maintained by the BLM consists of 16,200 miles of road, 150 miles of trails, and 2 airstrips along with related appurtenances such as 352 bridges, retaining walls, and subsurface drainage systems, etc. During 1989, it was estimated that of the total mileage, 7,000 miles are maintained by fees from the permanent account which is collected from commercial ussrs. These are called "fee roads". The remaining 9,100 miles of road, trails and airstrips are maintained from the appropriated funds in this subactivity. This is commonly referred to as the "nonfee" system.

The nonfee maintenance requirements have increased almost two-fold in the past 12 years while the appropriated funding has decreased. To compound the problem, fee collections on the fee roads have declined significantly in recent years and is expected to continue on this downward trend in the coming years. This fee collection reduction is due to a depleted supply of private timber that can be hauled on the BLM roads as well as the reduced harvest from BLM lands that is anticipated due to the controversies over the spotted owl and the old growth issues. This will result in a continuing increase in the nonfee mileage in need of maintenance from the appropriated current account.

A 1986 report revealed a seriously deteriorated nonfee system with 8,200 miles of road, 34 miles of trail, 62 bridges and 1 airstrip in need of restoration or heavy corrective maintenance. This is due largely to the lack of proper maintenance in past years. The system is in need of considerable maintenance in order to accommodate increasing public use particularly for recreational purposes, as well as to provide management access for fire protection and for the practice of intensive forest management.

The basic road maintenance schedule plans for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road and for maintenance on an as needed basis for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all of the bridges and structures that are an integral part of the road system.

ROAD MAINTENANCE

Timely road maintenance is essential to keep roads open for users and to protect existing investments.

Maintenance of the road system is performed primarily by BLM crews plus contracts for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities.

Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

Commercial users of BLM roads are assessed a road maintenance fee. Funds collected in maintenance fees each year become a part of the total funds available for road maintenance through a permanent appropriation to BLM for road maintenance. In 1991, the amount estimated to be available from the permanent appropriation is $4.5 million, which is about $2.5 million below previous estimates and $2.0 million less than the 1989 collections. This reduced amount from lower fee collections reduces the program capability in the base program because the accomplishments are added together with the permanent account. This reduced level of collections will lower the base program accomplishments to 4,200 miles for road maintenance and 50 miles for trail maintenance.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	2,173	3,177	+1,004
(FTE)	(30)	(33)	(+3)

An increase of $1,004,000 and 3 FTE is proposed for 1991.

This increase is part of the Secretary of Interior's *"Maintaining Infrastructure - Legacy 99"* Initiative. This initiative is an 8-year program to maintain, repair, and rehabilitate the facilities of the Department as part of Secretary Lujan's "STEWARDSHIP" agenda. It will culminate in 1999, the sesquicentennial of the Department of the Interior, leaving a legacy for the 21st century.

The requested increase compensates for about one half of the maintenance that would be lost due to the previously discussed anticipated reduction in fees collected on the entire transportation system.

Even with this increase of $1,004,000, there will be a net program loss in accomplishment due to the expected loss of fee collections. It is estimated that this expected program loss will result in deferring approximately $1,000,000 of maintenance needs. This $1,000,000 deferral would add to the already existing transportation maintenance need.

The total increase of $1,004,000 will provide for the maintenance of an additional 1,050 miles of road, 20 miles of trail and 15 bridges. Primary focus of these maintenance accomplishments will be on those high priority roads and trails that are essential for the protection of public safety (*Recreation 2000*) and to maintain the ability to insure adequate access opportunities necessary to carry out essential intensive forest management on the BLM administered lands in western Oregon.

The combination of both the current and permanent appropriation accounts defines the anticipated accomplishments described below.

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O&C Transportation Maintenance Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows (includes accomplishments for permanent appropriations):

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Road Maintenance (miles)	6,000	6,030	4,200	5,250	+1,050
Trail Maintenance (miles)	80	60	50	70	+20
Bridge Maintenance (#)	60	105	35	50	+15

Distribution of change by object class

The object class detail for the proposed increase of $1,004,000 and 3 FTE is as follows:

	FTE	Amount
Personnel compensation	3	$ 96,000
Personnel benefits		19,000
Travel and transportation of persons		11,000
Transportation of things		46,000
Communications, utilities and misc. charges		79,000
Other services		455,000
Supplies and materials		250,000
Equipment		48,000
Total		$1,004,000

FEDERAL HIGHWAY ADMINISTRATION (FHWA)

1991 program

The 1991 program level is $50,000. This level of funding is less than indicated in previous budgets because the only maintenance function that FHWA currently is accomplishing is a $50,000 level of bridge inspections and load rating determination. The FHWA no longer provides rock aggregate to the BLM for the purpose of road maintenance, a function they had previously done.

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

Activity Summary

Activity: Western Oregon Construction and Acquisition

(dollars in thousands)

Subactivity	1989 Actual	1990 Approp. Enacted	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Construction	150	151	149	151	599	+448
Acquisition	300	302	298	308	308	---
TOTAL	450	453	447	459	907	+448

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition
Subactivity: Construction

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	151	149	151	599	+448
(FTE)	(3)	(3)	(3)	(3)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	151	-2	149

The 1990 adjusted appropriation includes a decrease of $2,000 due to PL 99-177. This reduction will be absorbed by deferring travel and supply costs without any loss of measurable units.

Objectives

The objectives of the western Oregon Construction program are as follows:

- Construct those buildings necessary to support resource management programs, and to replace deteriorating and inefficient facilities. Some specific projects which have been constructed in the past include tree seed orchard buildings, timber sale road maintenance shops and District Office complexes;
- Develop recreation facilities on O&C related lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand; and
- Provide a safe and energy-efficient transportation system for access to the western Oregon lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, airstrips, and related appurtenances such as bridges and signs.

Base program

The 1991 Base program level is $151,000 and 3 FTE. This level supports the western Oregon management program by providing transportation planning and survey and design work for access roads. Specifically, the program provides for:

- Developing and maintaining transportation plans.

- Designing access roads to areas for general resource management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for stand improvement of second-growth timber, for commercial thinning, or to allow utilization of marginal value timber.

- Designing access roads to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	151	599	+448
(FTE)	(3)	(3)	(---)

The 1991 Estimate is an increase of $448,000 which will be used to partially fund one planned construction project, the Dean Creek Elk Viewing Project in southwestern Oregon. Project summary is as follows:

Title: Dean Creek Elk Viewing Area

District: Coos Bay

Location: 80 miles southwest of Eugene in Douglas County, southwestern Oregon.

Description: Total planned construction includes a frontage road with parking areas off of Oregon Highway 38, an interpretive center, an interpretive kiosk, 3 miles of nature trail, viewing platforms, fencing, and landscaping to enable the public to safely view a large herd of resident Roosevelt elk as well as to maximize general wetland viewing opportunities. This project is in support of the goals and objectives of both the *Recreation 2000* and the *Fish and Wildlife 2000* initiatives. Additionally, it is a project that will protect the public from a current situation which is a public safety hazard due to the traffic interference along Highway 38. This proposal is documented in the Dean Creek Elk Viewing Area Habitat Management Plan.

1991 Program: The $448,000 will be used for the survey and design of the total project and construction of the first phase of the project which will include the frontage road and west parking area, viewing platforms, interpretive kiosk, and development of some of the nature trail.

Distribution of change by object class

The object class detail for the proposed increase of $448,000 is as follows:

	FTE	Amount
Travel and transportation of persons		$ 4,000
Transportation of things		9,000
Communications, utilities and misc. charges		5,000
Printing and reproduction		9,000
Other services		312,000
Supplies and materials		37,000
Equipment		12,000
Lands and structures		60,000
Total		$448,000

Justification of Program and Performance

Activity: Western Oregon Construction and Acquisition
Subactivity: Acquisition

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	302	298	308	308	---
(FTE)	(6)	(6)	(6)	(6)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	302	-4	298

The 1990 adjusted appropriation includes a decrease of $4,000 pursuant to P.L. 99-177. This reduction will result in the deferral of purchase of one timber sale access related easement.

Objectives

The objectives of the Access Acquisition program are as follows:

- Obtain and maintain legal access to western Oregon Lands under BLM administration for program management. Legal access must be provided to support the timber sale program; other forest management activities such as reforestation, thinnings, and fertilization; various other silvicultural activities; and other resource program management activities; and

- Obtain and maintain necessary legal access for the general public. Examples are access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

1991 program

The 1991 program level is $308,000 and 6 FTE. Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of 2 years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

Much of the property over which BLM is acquiring easements has been subdivided, causing the number of easements over the same land area to increase, due to the increase in number of landowners.

The primary benefits of the access acquisition program include:

- Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate;

- Guaranteed access to all qualified bidders results in increased bid prices. In any given year, the cost of acquiring easements to guarantee access for all potential bidders only results in an average increase of 40 cents per MBF in the appraised timber sale price. The increased revenue produced greatly exceeds the cost of the entire access acquisition program. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices; and

- Providing continuous legal access to the public for full use and enjoyment of the BLM managed lands in western Oregon.

Based upon existing resource management plans, an estimated 200,000 acres of Public Lands administered by the BLM in the O&C are unavailable for timber harvest or recreation use due to the lack of legal access. An estimated 885 easements would be needed to harvest 800 MMBF of timber and utilize 200,000 recreation use days annually.

The current controversy and associated litigation regarding the northern spotted owl, along with the proposed listing by the FWS, has had considerable spinoff impacts to the access acquisition program. The constantly changing timber sale program has resulted in considerable lost time with false starts and the resultant loss of the lead time required to negotiate access. The litigation and associated inability to harvest volume in old growth areas has resulted in an increased need for access to harvest timber from scattered parcels of lower productive lands. These lands are generally of lower elevation which are surrounded by more private owners, thereby requiring more easements.

The 1991 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use. The workload associated with 1990 and the 1991 Base is reduced from 1989 due to loss of lead time through false starts associated with the litigation and controversies associated with the northern spotted owl. This reduced workload is also indicative of the increased difficulty in the acquisition of access in the lowland areas where owners are more resistant to road development because of the rural/urban interface that is occurring in those areas.

Western Oregon Acquisition Workload Accomplishments

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimated funding levels are as follows:

Workload Measures	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Easements acquired (#)	27	15	15	15	---

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Oregon and California Grant Lands

Object Class		1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	1027	34250	1027	34250	0	0
11.3	Positions other than permanent	191	3142	191	3142	0	0
11.5	Other personnel compensation 1/	(20)	1096	(20)	1096	---	0
11.8	Special personal services payments		49		49	0	0
	Total personnel compensation	1218 2/	38537	1218	38637	0	0
	Other Objects						
12.1	Personnel benefits		6638		6638		0
21.1	Travel and transportation of persons		830		850		20
22.0	Transportation of things		2625		2730		105
23.2	Rental payments to others		300		325		25
23.3	Communications, utilities, and miscellaneous charges		760		790		30
24.0	Printing and reproduction		100		100		0
25.0	Other services		9292		10216		924
26.0	Supplies and materials		3530		3530		0
31.0	Equipment		1620		1620		0
32.0	Lands and structures		300		200		-100
	Total Requirements		64532		65536		1004

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.
2/ Excludes 108 FTE paid through excess receipts - which are decreased in 1991.

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code 14-1116-0-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Program by activities:			
00.01 Western Oregon resources Management	57,731	77,436	68,176
00.02 Western Oregon information and resource data systems	932	1,554	1,077
00.03 Western Oregon facilities maintenance	3,680	3,716	6,263
00.04 Western Oregon construction and acquisition	426	447	907
10.00 Total obligations	62,769	83,153	76,423
Financing:			
17.00 Recovery of prior year obligations	(3,012)	0	0
21.40 Unobligated balance available, start of year	(273)	(516)	(11,403)
24.40 Unobligated balance available, end of year	516	11,403	516
39.00 Budget authority	60,000	94,040	65,536
Budget Authority:			
40.00 Budget authority.(appropriation)	60,000	64,787	65,536
40.00 Appropriation	0	30,093	0
40.00 Appropriation. (Reduction pursuant to P.L. 99-177)	0	(840)	0
43.00 Appropriation.(adjusted)	60,000	94,040	65,536
71.00 Obligations incurred, net	62,769	83,153	76,423
72.40 Obligated balance, start of year	15,841	15,715	13,047
74.40 Obligated balance, end of year	(15,715)	(13,047)	(16,523)
78.00 Adjustments in unexpired accounts	(3,012)	0	0
90.00 Outlays	59,883	85,821	72,947

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302		89	90	91
	BUREAU OF LAND MANAGEMENT			
	Personnel compensation:			
11.1	Full-time permanent	26,519	36,123	34,250
11.3	Other than full-time permanent	2,429	3,312	3,142
11.5	Other personnel compensation	847	1,157	1,096
11.8	Special personal services payments	38	53	49
11.9	Total personnel compensation	29,833	40,645	38,537
12.1	Civilian personnel benefits	5,328	6,995	6,638
21.0	Travel and transportation of persons	738	1,010	850
22.0	Transportation of things	2,515	2,625	2,730
23.2	Rental payments to others	285	300	325
23.3	Communications, utilities, and miscellaneous charges	718	760	790
24.0	Printing and reproduction	90	100	100
25.0	Other services	17,359	22,868	19,153
26.0	Supplies and materials	3,815	5,000	4,730
31.0	Equipment	1,839	2,500	2,320
32.0	Land and structures	181	300	200
42.0	Insurance claims and indemnities	10	0	0
99.0	Subtotal, Bureau of Land Management	62,711	83,103	76,373

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code 14-1116-0-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
FEDERAL HIGHWAY ADMINISTRATION			
Personnel compensation:			
11.1 Full-time permanent	20	28	28
11.3 Other than full-time permanent	2	3	3
11.5 Other personnel compensation	1	1	1
11.9 Total personnel compensation	23	32	32
12.1 Civilian personnel benefits	3	5	5
21.0 Travel and transportation of persons	6	5	5
22.0 Transportation of things	2	2	2
23.3 Communications, utilities, and miscellaneous charges	2	0	0
25.0 Other services	22	6	6
99.0 Subtotal, Federal Highway Administration	58	50	50
99.9 Total obligations	62,769	83,153	76,423
Obligations are distributed as follows:			
Interior--Bureau of Land Management	62,711	83,103	76,373
Transportation--Federal Highway Administration	58	50	50

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code 14-1116-0-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
BUREAU OF LAND MANAGEMENT			
Total number of full-time permanent positions	854	1,121	1,027
Total compensable workyears: Full-time equivalent employment	1,012	1,329	1,217
Full-time equivalent of overtime and holiday hours	18	20	20
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078
Average salary of ungraded positions	30,553	31,691	32,808
FEDERAL HIGHWAY ADMINISTRATION			
Total number of full-time permanent positions	1	1	1
Total compensable workyears: Full-time equivalent employment	1	1	1
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078
Average salary of ungraded positions	30,553	31,691	32,808

Appropriation Summary Statement

Appropriation: Range Improvements

This appropriation is derived from a portion of grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from the Public Land and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used for the construction of physical improvements and for implementation of practices or treatments to rehabilitate, protect, or improve the public rangelands.

In 1986 the Secretary of Interior announced a decision to continue using the Public Rangeland Improvement Act (PRIA) formula as identified in Executive Order (E.O.) 12548 to determine fees for domestic livestock grazing on public rangelands. The formula is dependent on current economic factors including beef cattle prices paid and received; however, E.O. 12548 provides that the fee shall not be less than $1.35 per animal unit month (AUM). The final rulemaking on fee calculations was published in the *Federal Register* on February 2, 1988.

The 1991 President's Budget has been prepared based on the assumption that the 1990 grazing fee will be $1.81 per animal unit month (AUM) through 1991.

Appropriation Language Sheet

Range Improvements

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than [$8,406,000] *$10,188,000*, to remain available until expended: *Provided*, That not to exceed $600,000 shall be available for administrative expenses.

(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Appropriation: Range Improvements

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

43 U.S.C. 1751

43 U.S.C. 1751 provides for moneys received by the United States as fees for grazing domestic livestock on Public Land to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "Notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.),"

43 U.S.C. 1751

43 U.S.C. 1751 as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1905) provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on Public Land under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181(d)) and on lands in National Forests in the 11 contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

7 U.S.C. 1010
E.O. 10046; 10175; 10234;
10322; 10787; 10890,
30 U.S.C. 355

7 U.S.C. 1010 provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the Public Land, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that the jurisdiction of the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

4. "but not less than [$8,406,000] $10,188,000 to remain available until expended: *Provided*, That not to exceed $600,000 shall be available for administrative expenses."

The Department of the Interior and Related Agencies Appropriations Act, 1990, as included in Public Law 101-121, provides that the appropriation shall remain available until expended and that a maximum of $600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

Summary of Requirements

(Dollars thousands)

APPROPRIATION: RANGE IMPROVEMENTS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED			87	9522
REDUCTION PURSUANT TO P.L. 99-177			0	-118
ADJUSTED APPROPRIATION, 1990			87	9404
ADJUSTMENTS TO BASE:				
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177		118		
ADDITIONAL COST IN 1991 FOR THE 1991 PAY RAISE		34		
TOTAL ADJUSTMENTS TO BASE				152
1991 BASE BUDGET			87	9556
Program Changes (Changes to base budget, detailed below)			0	632
TOTAL REQUIREMENTS (1991 estimate)			87	10188

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted to Date FTE	1990 Enacted to Date Amount	PL99-177 Reduct Amount	1990 Adjusted Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp. FTE	Inc./Dec. from 1990 Approp. Amount	Inc./Dec. from 1990 Adj Approp Amount	Inc./Dec. from 1991 Base FTE	Inc./Dec. from 1991 Base Amount
1. Improvements to Public Lands	82	8056	78	8047	-100	7947	78	8081	78	8488	0	441	541	0	407
2. Farm Tenant Act (LU) Lands	11	950	9	875	-11	864	9	875	9	1100	0	225	236	0	225
3. Administrative Expenses	0	600	0	600	-7	593	0	600	0	600	0	0	7	0	0
Total Requirements	93	8606	87	9522	-118	9404	87	9556	87	10188	0	666	784	0	632

Justification of Base Adjustments

Range Improvements

	FTE	($000)
Additional cost in 1991 of the 1991 pay raise.....	---	+34
The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, $14,000 is for the general schedule pay and $20,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in 1991.		
Adjustment for 1990 effect of P.L. 99-177.....	---	+118
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
Total Adjustment to Base	---	+152

Justification of Program and Performance

Appropriation: Range Improvements

(dollars in thousands)

Subactivity 1/		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Improvements to Public Lands	$	8,047	7,947	8,081	8,488	+407
	(FTE)	(78)	(78)	(78)	(78)	(---)
Farm Tenant Act (LU) Lands	$	875	864	875	1,100	+225
	(FTE)	(9)	(9)	(9)	(9)	(---)
Administrative Expenses	$	600	593	600	600	---
	(FTE)	(---)	(---)	(---)	(---)	(---)
Total Requirements	$	9,522	9,404	9,556	10,188	+632
	(FTE)	(87)	(87)	(87)	(87)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	9,522	-118	9,404

The decrease associated with PL 99-177 results in the deferral of 100 structural developments.

Authorization

43 U.S.C. 1751
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, as amended provides that 50 percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation, protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, and administrative activities such as issuing improvement permits are funded in the Rangeland Management subactivity in the "Management of Lands and Resources" (MLR) appropriation.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each subactivity. Therefore, the entire appropriation is covered with a single narrative justification.

30 U.S.C. 355	The *Mineral Leasing Act for Acquired Lands of 1947* provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."
43 U.S.C. 315 P.L. 73-482	The *Taylor Grazing Act of 1934*, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.
43 U.S.C. 1901, 1905 P.L. 95-514	The *Public Rangelands Improvement Act of 1978* provides for improving the condition of the public rangelands and provides for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.
7 U.S.C. 1010, 1012-1013A P.L. 75-210	The *Farm Tenant Act of 1937 ("Bankhead-Jones Act")* provides for management of acquired farm tenant lands and construction and maintenance of range improvements.
E.O. 12548	*Executive Order No. 12548* provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. Provides further that the fee shall not be less than $1.35 per animal unit month.

Objective

The objective of the program is to improve public rangeland productivity for resultant benefits to livestock, wildlife, riparian, and watershed protection through the following activities:

- Construction and development of physical improvements specifically called for in existing activity plans for protection or improvement of rangeland conditions;
- Initiation of on-the-ground improvements called for in new activity plans, giving priority to allotments with riparian areas not meeting management objectives; and
- Construction and development of projects to prevent resource damage or relieve conflicts in resource use and to modify, remove, or make additions to projects where resource conditions or new information indicates this is needed.

Base program

The 1991 Base level for Range Improvements is $9,556,000 and 87 FTE. Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, watershed and vegetative condition of the Nation's rangelands.

Section 401 of the Federal Land Policy and Management Act (FLPMA) directs that one-half of the Range Improvements appropriation (referred to as range betterment funds) be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all funds appropriated will be distributed for use in the districts in the same proportion as fee collections received.

Land use planning, including activity plans, provides the basis for determining needed improvements. These plans include an analysis of the costs and benefits of improvements and identify appropriate schedules for construction/development. Riparian area management and declining range condition concerns are incorporated in the establishment of priorities. After the preliminary work is accomplished using "Management of Lands and Resources" (MLR) benefiting activity funding, the Range Improvements funds are expended on project implementation.

These funds are used exclusively for on-the-ground improvements and directly related project costs. This allows for the maximum amount of improvement work to be accomplished with available funds. Most of the work is accomplished through contracts, but some work is done with in-house capability where it exists and factors, such as cost effectiveness, are favorable.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds or directly funding improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance. The individual, group, or association deriving the primary benefit(s) from a structural improvement is responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the rangeland management program in the "Management of Lands and Resources" (MLR) appropriation. As a result, a greater proportion of the Range Improvements appropriation is used for on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1991 Base program will provide for the construction of 1,200 structural developments, and land or vegetative treatment of approximately 60,000 acres. Additionally, cooperative efforts between BLM, state and local agencies will provide for the control of noxious weeds at 260 sites on Public Land. Planned acreages of treatments and weed control usually are affected by varying weather factors which results in annual fluctuations in accomplishments. These variations are evident in planned acreage for prescribed (controlled) burning which may be severely restricted when burning conditions are too wet or dry at the scheduled time of the year. This program is based upon Range Improvement funds that will become available as a result of the proposed grazing fee of $1.81/AUM through the 1990 grazing year.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	9,556	10,188	+632
(FTE)	(87)	(87)	(---)

The 1991 Estimate is an increase of $632,000. This level represents 50 percent of the estimated applicable receipts to be collected under the various statutes in 1990.

At the Estimate level the BLM will continue to develop projects for the highest priority activity plans particularly where riparian benefits will accrue. This includes some 75,000 acres of land/vegetation treatments, an increase of 15,000 acres. An estimated 1,300 structural developments will be installed which is an increase of 100 improvements over the 1991 base level. Weed control work is projected for approximately 260 sites.

Range Improvement Workload Accomplishment

The planned workload accomplishments for 1989, 1990, and the 1991 Base and Estimate funding levels are as follows:

Workload Measure	1989 Actual	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
Structural developments (#)	1,137	1,100	1,200	1,300	+100
Land/vegetation treatments (Ac)	75,900	60,000	60,000	75,000	+15,000
Weed Control projects (#)	95	260	260	260	---

Distribution of change by object class

The object class detail for the proposed increase of $632,000 is as follows:

	FTE	Amount
Travel		$ 5,000
Transportation of things		35,000
Lands and Structures		592,000
Total		$632,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Range Improvements

Object Class		1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	72	2171	72	2171	0	0
11.3	Positions other than permanent	15	336	15	336	0	0
11.5	Other personnel compensation 1/	(4)	124	(4)	124	---	0
	Total personnel compensation	87	2631	87	2631	0	0
	Other Objects						
12.1	Personnel benefits		417		417		0
21.1	Travel and transportation of persons		130		135		5
22.0	Transportation of things		830		865		35
23.2	Rental payments to others		10		10		0
23.3	Communications, utilities, and miscellaneous charges		20		20		0
24.0	Printing and reproduction		0		0		0
25.0	Other services		2000		2000		0
26.0	Supplies and materials		1700		1700		0
31.0	Equipment		50		50		0
32.0	Lands and structures		1768		2360		592
	Total Requirements		9556		10188		632

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

Standard Form 300
Rev. 10-84, Bureau of the Budget
Circular No. A-11, Revised
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-5132-0-2-302	19 89 actual	19 90 estimate	19 91 estimate
Unappropriated balance, start of year: Treasury balance:	6,127	7,492	8,276
Receipts: Grazing fees	19,045	20,375	20,246
Transferred to: General fund receipts	(5,985)	(6,413)	(6,372)
Payments to States from grazing receipts etc., public lands outside grazing districts	(1,232)	(1,289)	(1,280)
Payments to States from grazing receipts etc., public lands within grazing districts	(1,835)	(1,964)	(1,951)
Payments to counties from grazing and mineral leasing receipts from from National Grasslands	(465)	(521)	(520)
Total available for appropriation	15,655	17,680	18,399
Appropriation	(8,163)	(9,522)	(10,188)
Reduction pusuant to P.L. 99-177	0	118	0
Unappropriated balance, end of year: Treasury balance	7,492	8,276	8,211

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code 14-5132-0-2-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Program by activities:			
00.01 Improvements to public lands	7,862	7,947	8,488
00.02 Farm tenant act lands	731	864	1,100
00.03 Administrative expenses	600	593	600
10.00 Total obligations	9,193	9,404	10,188
Financing:			
17.00 Recovery of prior year obligations	(324)	0	0
21.40 Unobligated balance available, start of year	(1,138)	(775)	(893)
24.40 Unobligated balance available, end of year	775	893	893
27.00 Capital transfer to general fund (Reduction pursuant to P.L. 99-177)	0	(118)	0
39.00 Budget authority	8,506	9,404	10,188
Budget authority:			
40.00 Appropriation (indefinite, special funds)	8,163	9,404	10,188
40.00 Appropriation (definite general fund)	343	0	0
43.00 Appropriation (adjusted)	8,506	9,404	10,188
Relation of obligations to outlays:			
71.00 Obligations incurred, net	9,193	9,404	10,188
72.40 Obligated balance, start of year	2,445	2,833	2,704
74.40 Obligated balance, end of year	(2,833)	(2,704)	(2,995)
78.00 Adjustments in unexpired accounts	(324)	0	0
90.00 Outlays	8,481	9,533	9,897

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENT
Object Classification (in thousands of dollars)

Identification code 14-5132-0-2-302		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent	2,162	2,097	2,171
11.3	Other than full-time permanent	335	325	336
11.5	Other personnel compensation	123	120	124
11.9	Total personnel compensation	2,620	2,542	2,631
12.1	Civilian personnel benefits	415	403	417
21.0	Travel and transportation of persons	134	130	135
22.0	Transportation of things	800	832	865
23.2	Rental payments to others	8	10	10
23.3	Communications, utilities, and miscellaneous charges	14	20	20
24.0	Printing and reproduction	1	0	0
25.0	Other services	1,959	2,000	2,000
26.0	Supplies and materials	1,633	1,700	1,700
31.0	Equipment	42	50	50
32.0	Land and structures	1,563	1,717	2,360
42.0	Insurance claims and indemnities	4	0	0
99.9	Total obligations	9,193	9,404	10,188

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code 14-5132-0-2-302	89 actual	90 estimate	91 estimate
Total number of full-time permanent positions	78	72	72
Total compensable workyears:			
Full-time equivalent employment	93	87	87
Full-time equivalent of overtime and holiday hours	4	4	4
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078

Appropriation Summary Statement

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

This appropriation finances BLM's costs of performing specific actions initiated by applicants from deposits or service charges collected from the applicant and makes these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides some management flexibility in responding to externally initiated applications and ensures the immediate availability of funds for public-demand work, such as rights-of-way processing and copying of official records. Flexibility and fund availability are particularly important given the unpredictability of the level of demand, timing and other factors associated with these actions.

Funds are expected to be deposited for processing rights-of-way (ROW) applications and monitoring construction and operations for about 75 major rights-of-way projects including oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems. Processing and monitoring costs of small ROW projects are provided to this appropriation through a fee schedule.

In addition to ROW processing, this appropriation also finances costs associated with the adopt-a-horse program, costs for rehabilitation of damaged lands and facilities, costs for processing specified categories of realty cases, costs of slash burning and timber contract extension expenses, and the costs of production, research time, and administrative services involved in providing copies of official Public Land records and documents requested by the public.

Appropriation Language Sheet

Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

(43 U.S.C. 1719, 1734, 1735, and 1764; 30 U.S.C. 185; 87 Stat. 584; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Appropriation: Service Charges, Deposits, and Forfeitures

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

PL 100-202
43 U.S.C. 1719(b)
43 U.S.C. 1734(a)
43 U.S.C. 1734(b)
43 U.S.C. 1735(a)
43 U.S.C. 1737
43 U.S.C. 1764(g)
30 U.S.C. 185(l)
43 U.S.C. 1652(c)

43 U.S.C. 1719(b) (FLPMA Section 209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for Administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA Section 304(a)) provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

43 U.S.C. 1734(b) (FLPMA Section 304(b)) provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys...shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

43 U.S.C. 1735(a) (FLPMA Section 305(a)) states that "...any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended..."

43 U.S.C. 1737 (FLPMA Section 307(c)) provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public land, including the acquisition of rights-of-way for such purposes . . . Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

43 U.S.C. 1764(g) (FLPMA Section 504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operations, and termination of the facility pursuant to the right-of-way.

30 U.S.C. 185(l) states that "The applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in processing the application and the holder of a right-of-way, or permit shall reimburse...for the costs incurred in monitoring the construction, operation, maintenance and termination of any pipeline and related facilities on such right-of-way..."

43 U.S.C. 1652(c) provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

26-624 O—90——15

Summary of Requirements

(dollars in thousands)

APPROPRIATION: SERVICE CHARGES, DEPOSITS, AND FORFEITURES (INDEFINITE)

	FTE	Amount	FTE	Amount	
APPROPRIATION ENACTED, 1990			83	6000	
REDUCTION PURSUANT TO P.L. 99-177					
ADJUSTED APPROPRIATION, 1990			83	6000	1/
TOTAL REQUIREMENTS (1991 estimate)			83	6000	1/

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted to Date FTE	1990 Enacted to Date Amount	PL99-177 Reduct Amount	1990 Adjusted Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp FTE	Inc./Dec. from 1990 Approp Amount	Inc./Dec. from 1990 Adj Approp Amount	Inc./Dec. from 1991 Base FTE	Inc./Dec. from 1991 Base Amount
Rights-of-Way Processing	22	1326	19	1575	0	1575	19	1575	19	1575	0	0	0	0	0
Adopt-a-Horse Program	0	557	0	500	0	500	0	500	0	500	0	0	0	0	0
Repair of Damaged Lands	9	1026	1	650	0	650	1	650	1	650	0	0	0	0	0
Cost Recoverable Realty Cases	1	55	2	75	0	75	2	75	2	75	0	0	0	0	0
Timber Contract Expenses	53	2622	20	1500	0	1500	20	1500	20	1500	0	0	0	0	0
Copy Fees	37	1617	41	1700	0	1700	41	1700	41	1700	0	0	0	0	0
Total Requirements	122	7203	83	6000	0	6000	83	6000	83	6000	0	0	0	0	0

1/ This is an indefinite appropriation based upon receipts actually collected during the fiscal year. Actual Budget Authority will depend upon the level of receipts actually collected for each program activity.

Justification of Program and Performance

Activity: Rights-of-way Processing

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,575	1,575	1,575	1,575	---
(FTE)	(19)	(19)	(19)	(19)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	1,575	---	1,575

This account was not affected by Public Law 99-177.

Authorization

43 U.S.C. 1734, 1764 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.
30 U.S.C. 185 P.L. 93-153	The *Mineral Leasing Act of 1920* as amended by the *Trans-Alaska Pipeline Act of 1973*, Section 101 authorizes rights-of-way for oil, gas, and other fuels. It further authorizes the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.
15 U.S.C. 719 P.L. 94-586	The *Alaska Natural Gas Transportation Act of 1976* authorizes the granting of certificates, rights-of-way permits, and leases.
42 U.S.C. 4321, 4331-4335, 4341-4347, P.L. 91-190	The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

Objectives

The objectives of the Rights-of-way Processing activity are as follows:

- Facilitate production and transportation of domestic energy resources; and
- Expedite the granting of all rights-of-way (ROWs) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable ROWs over Public Land (as authorized by the Federal Land Policy and Management Act of 1976 (FLPMA) and the 1973 amendment to the Mineral Leasing Act of 1920 (MLA)).

1991 program

The 1991 Base and Estimate levels for ROW processing are $1,575,000 and 19 FTE.

The BLM total ROW program effort is funded through a combination of applicant deposits made into this indefinite appropriation and the directly appropriated funds in the "Management of Lands and Resources" (MLR) appropriations, Land, Realty and Rights-of-way Management subactivity.

BLM obtains deposits of funds from ROW applicants and grant holders prior to processing the application. The amount of the deposit is set by a schedule or is based on actual costs, depending on the type and size of the project. For FLPMA cases all reasonable costs are collected for cases where costs are expected to exceed $1,500. Under the Mineral Leasing Act (MLA), actual costs are collected on cases where the processing costs are expected to be $5,000 or more. Under both authorities a standard fee schedule is used for smaller cases. The funds collected become available for use by BLM in processing the application and monitoring the authorization. Only those costs resulting directly from the filing of an application or the issuance of a ROW grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

In 1991, BLM work effort on an estimated 1,850 cost recovery cases will be funded either fully or partially by reimbursement from the applicant. The remaining cases are those which are not cost reimbursable by statutory provision; work on these cases is funded entirely from the MLR appropriation. Only a portion of the processing costs for the FLPMA cases is recoverable under the regulations due to the reasonableness criteria contained in Section 304(b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded from the MLR account.

Justification of Program and Performance

Activity: Adopt-a-Horse Program

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	500	500	500	500	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	500	---	500

This account was not affected by Public Law 99-177.

Authorization

43 U.S.C. 1732, 1734 P.L. 94-579	The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges to finance the costs of certain applicant activities.
16 U.S.C. 1331-1340 P.L. 92-195 P.L. 95-514	The *Wild Free-roaming Horse and Burro Act of 1971*, as amended by the *Public Rangelands Improvement Act of 1978*, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.
43 U.S.C. 1901 P.L. 95-514	The *Public Rangelands Improvement Act of 1978 et seq.* establishes the policy of improving the Federal (rangeland) conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

Objectives

The objectives of the Adopt-a-Horse Program are to:

- Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and
- Recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

1991 program

The 1991 Base and Estimate levels for the Adopt-a-Horse program are $500,000. BLM charges standard adoption fees of $125 per horse and $75 per burro to partially offset costs of operating the adoption program. The fees deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program. Uses of these funds include the facilitation of the adoption of excess animals at BLM preparation facilities, prison training facilities, and adoption centers.

Justification of Program and Performance

Activity: Repair of Damaged Lands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	650	650	650	650	---
(FTE)	(1)	(1)	(1)	(1)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	650	---	650

This account was not affected by Public Law 99-177

Authorization

43 U.S.C. 1735 P.L. 94-579	The *Federal Land Policy and Management Act of 1976, (Section 305)* authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities. The provision is amended by the appropriations act language for "Services Charges, Deposits and Forfeitures".

Objectives

The objectives of this activity are to:

- Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- Rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

1991 program

The amount estimated to be available for repair of damaged land and facilities in 1991 from new collections is $650,000 at the Base and Estimate levels.

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By amendment, the funds are available to be expended to improve, protect or rehabilitate any Public Land where the amounts collected are in excess of the amount needed to repair damage to the exact land for which collected.

Justification of Program and Performance

Activity: Cost Recoverable Realty Cases

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	75	75	75	75	---
(FTE)	(2)	(2)	(2)	(2)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	75	---	75

This account was not affected by Public Law 99-177

Authorization

43 U.S.C. 1719, 1732, 1745, 1746	The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

Objective

The objective of the cost recoverable realty cases program is to:

- Process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

1991 program

The 1991 Base and Estimate levels are $75,000 and 2 FTE.

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions which desire these services deposit money with the Bureau in advance for performance of the specified work. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to perform the required work. These services are as follows:

Expenses, Conveyance of Federally-owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the

land boundaries have changed due to riparian boundary changes, preparing the Riparian Specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and mairtenance of authorized facilities, and monitoring rehabilitation and restoration of the land.

Justification of Program and Performance

Activity: Timber Contract Expenses

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,500	1,500	1,500	1,500	---
(FTE)	(20)	(20)	(20)	(20)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	1,500	---	1,500

This account was not affected by Public Law 99-177.

Authorization

43 U.S.C. 1732, 1734
P.L. 94-597

The *Federal Land Policy and Management Act of 1976* authorizes the collection of service charges to finance the costs of certain applicant activities.

Objective

The objective of this program is to:

- Provide funds for the BLM to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment in lieu of performing the work.

1991 program

The 1991 Base and Estimate level for timber contract expenses is $1,500,000 and 20 FTE.

Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the Bureau in lieu of performing certain specified work. The BLM then uses these funds to accomplish the required tasks. Most of the work involves performing timber sale slash disposal in western Oregon. It is estimated that funding from this appropriation will support slash disposal on approximately 6,000 acres. A description of the total western Oregon slash disposal program can be found in the Reforestation and Forest Development subactivity of the O&C Appropriation.

Justification of Program and Performance

Activity: Copy Fees

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,700	1,700	1,700	1,700	---
(FTE)	(41)	(41)	(41)	(41)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	1990 Adjusted Approp.
$	1,700	---	1,700

This account was not affect~d by Public Law 99-177.

Authorization

43 U.S.C. 1732, 1734
P.L. 94-597

The *Federal Land Policy and Management Act of 1976* authorizes the collection of service charges to finance the costs of certain activities.

Objective

The objective of the copy fees program is to:

- Cover the costs of providing copies of Bureau documents to industry, user organizations and the general public.

1991 program

The 1991 Base and Estimate levels are $1,7000,000 and 19 FTE.

The BLM is the custodian of the official Public Land records of the United States. Some of these records date back to the very beginnings of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of Public Domain land to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the current ownership of both public and private land. Equally important are copies of official cadastral survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages and master title plats. The BLM also prepares and prints land status maps and other official documents of use to the public, industry and other groups.

The BLM receives nearly 500,000 requests annually for copies of these official records. In this activity, the BLM recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. In 1991 the BLM expects to provide

over 4 million copies of official records and associated documents and will collect $1.7 million in fees. The increased emphasis on using ALMRS for case management work will enable the BLM to respond to information requests in a more efficient, effective, and less labor intensive manner.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Service Charges, Deposits, and Forfeitures

Object Class		1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	70	2436	70	2436	0	0
11.3	Positions other than permanent	13	420	13	420	0	0
11.5	Other personnel compensation 1/	(10)	357	(10)	357	(0)	0
	Total personnel compensation	83	3213	83	3213	0	0
	Other Objects						
12.1	Personnel benefits		572		572		0
21.1	Travel and transportation of persons		65		65		0
22.0	Transportation of things		570		570		0
23.2	Rental payments to others		5		5		
23.3	Communications, utilities, and miscellaneous charges		5		5		0
24.0	Printing and reproduction		75		75		0
25.0	Other services		1140		1140		0
26.0	Supplies and materials		280		280		0
31.0	Equipment		50		50		0
32.0	Lands and structures		25		25		0
	Total Requirements		6000		6000		0

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code 14-5017-0-2-302	FY 89	FY 90	FY 91
Program by activities:			
00.01 Rights-of-way processing	2,407	1,575	1,575
00.02 Adopt-a-horse program	593	500	500
00.03 Repair of damaged lands and facilities	1,105	650	650
00.04 Cost recoverable realty cases	61	75	75
00.05 Timber contract expenses	3,599	1,500	1,500
00.06 Copy fees	1,374	1,700	1,700
10.00 Total obligations	9,139	6,000	6,000
Financing:			
17.00 Recovery of prior year obligations	(208)	0	0
21.40 Unobligated balance available, start of year	(8,435)	(6,707)	(6,707)
24.40 Unobligated balance available, end of year	6,707	6,707	6,707
40.00 Budget authority appropriation indefinite, special fund)	7,203	6,000	6,000
Relation of obligations to outlays:			
71.00 Obligations incurred, net	9,139	6,000	6,000
72.40 Obligated balance, start of year	1,690	3,047	720
74.40 Obligated balance, end of year	(3,047)	(720)	(720)
78.00 Adjustments in unexpired accounts	(208)	0	0
90.00 Outlays	7,574	8,327	6,000

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code 14-5017-0-2-302		FY 89 actual	FY 90 estimate	FY 91 estimate
	Personnel compensation:			
11.1	Full-time permanent	3,335	2,353	2,436
11.3	Other than full-time permanent	576	406	420
11.5	Other personnel compensation	488	345	357
11.8	Special personal service payments	2	0	0
11.9	Total personnel compensation	4,401	3,104	3,213
12.1	Civilian personnel benefits	784	553	572
21.0	Travel and transportation of persons	74	60	65
22.0	Transportation of things	560	555	570
23.2	Rental payments to others	58	5	5
23.3	Communications, utilities, and miscellaneous charges	5	5	5
24.0	Printing and reproduction	79	75	75
25.0	Other services	2,405	1,268	1,140
26.0	Supplies and materials	621	300	280
31.0	Equipment	104	50	50
32.0	Land and structures	48	25	25
99.9	Total obligations	9,139	6,000	6,000

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code 14-5017-0-2-302	19 89 actual	19 90 estimate	19 91 estimate
Total number of full-time permanent positions	103	70	70
Total compensable workyears:			
Full-time equivalent employment	122	83	83
Full-time equivalent of overtime and holiday hours	16	10	10
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078

Appropriation Summary Statement

Appropriation: Miscellaneous Trust Funds (Indefinite)

This account includes the following:

Land and Resource Management Trust Fund - Monies are contributed by private entities or non-Federal organizations for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys; and 3) for public surveys requested by individuals.

Trustee Funds, Alaska Townsites - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

Appropriation Language Sheet

Miscellaneous Trust Funds

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(43 U.S.C. 315h, 315i, 355, 759, 761, 1721, 1737; 31 U.S.C. 1321; 48 Stat. 1224-36, Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

Appropriation: Miscellaneous Trust Funds

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under Section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h
43 U.S.C. 315i
43 U.S.C. 355
43 U.S.C. 759
43 U.S.C. 761
43 U.S.C. 1721
43 U.S.C. 1737
31 U.S.C. 1321 (a)(47),(48)
48 Stat. 1224-36
P.L. 101-121

43 U.S.C. 315h, 315i provide for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and for these funds to be deposited into the Treasury in a trust fund and permanently appropriated for use by the Secretary.

43 U.S.C. 355, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

43 U.S.C. 761 provides for refunds from trust funds established in *43 U.S.C 759* of costs in excess of expenses.

43 U.S.C. 1721(b) provides for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737(c) provides for funds to be contributed for: 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals, to be placed in a separate account in the treasury and to be available until expended.

31 U.S.C. 1321(a) (47) and (48) classify the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds.

48 Stat. 1224-36 provides for payments in advance for public surveys.

Public Law 101-121, Department of the Interior and Related Agencies Appropriations Act, 1990, provides the current appropriation of FLPMA-authorized contributions, and makes funds available until expended.

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: MISCELLANEOUS TRUST FUNDS (Indefinite)

	FTE	Amount	FTE	Amount	
APPROPRIATION ENACTED, 1990			20	700	
REDUCTION PURSUANT TO P.L. 99-177 (CURRENT)			0	-1	
OBLIGATION LIMITATION PURSUANT TO P.L. 99-177 (PERMANENT)				[592]	
ADJUSTED APPROPRIATION, 1990			20	699	1/
ADJUSTMENTS TO BASE:					
ADJUSTMENT FOR 1990 IMPACT OF P.L. 99-177		1			
TOTAL ADJUSTMENTS TO BASE			0	1	
1991 BASE BUDGET			20	700	
Program Changes (Changes to base budget, detailed below)			0	0	
TOTAL REQUIREMENTS (1991 estimate)			20	700	1/

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted to Date FTE	1990 Enacted to Date Amount	PL99-177 Reduct Amount	1990 Adjusted Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp FTE	Inc./Dec. from 1990 Approp Amount	Inc./Dec. from 1990 Adj Approp Amount	Inc./Dec. from 1991 Base FTE	Inc./Dec. from 1991 Base Amount
1. Land and Resource Management															
a. Current	56	3871	20	100	-1	99	20	100	20	100	0	0	1	0	0
b. Permanent	26	1888	28	599	0	599	28	599	28	599	0	0	0	0	0
2. Trustee, Alaska Townsites (Permanent)	0	1	0	1	0	1	0	1	0	1	0	0	0	0	0
Total Requirements	82	5760	48	700	-1	699	48	700	48	700	0	0	1	0	0
Current Appropriation (Indefinite)		(100)		(100)		(99)		(100)		(100)					
Permanent Appropriation (Indefinite)		(600)		(600)		(600)		(600)		(600)					

1/ These appropriations are for indefinite amounts, and actual appropriations depend upon the amounts contributed or donated from non-Federal sources to accomplish work authorized to be performed by BLM under these authorities. Actual amounts will vary from estimates.

Justification of Base Adjustments

Miscellaneous Trust Funds

	FTE	($000)
Adjustment for 1990 effect of P.L. 99-177.....	---	+1
The Balanced Budget and Emergency Deficit Control Reaffirmation Act (PL 99-177) required a reduction in non-exempt programs in 1990. Since the reduction applies to 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from 1990 to 1991.		
Total Adjustment of Base	---	+1

Justification of Program and Performance

Activity: Land and Resource Management Trust Fund

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	699	698	699	699	---
(FTE)	(48)	(48)	(48)	(48)	(---)
Current Authority	(100)	(99)	(100)	(100)	(---)
Permanent Authority	(599)	(599)	(599)	(599)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-117 Obligation Limitation	1990 Adjusted Approp.
$	699	9	690

This limitation of $8,000 and reduction of $1,000 will be accommodated by deferring work on several resource improvement projects funded through contributions.

Authorization

43 U.S.C. 1721, 1737
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance of omitted lands to States or their political subdivisions; and 3) conducting public surveys requested by individuals; provided that estimated costs are paid prior to project initiation.

43 U.S.C. 315h

The *Taylor Grazing Act of 1934*, as amended, provides for acceptance of contributions for range improvement purposes.

Objectives

- Provide for resource development, protection and management through the utilization of contributions of money and services; and
- Provide public surveys when estimated costs are contributed in advance.

1991 program

The 1991 Base and Estimate levels are $699,000 and 48 FTE. This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from private individuals, companies, user organizations, and other non-Federal agencies. Contributions must be received and deposited before the BLM begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as

range improvements, off-road vehicle (ORV) recreation area maintenance, and protection of endangered species. The acceptance of contributions is authorized by sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and contributions) of FLPMA. Included in the 1991 program are estimated contributions from the State of California Off-Highway Vehicle license ("green sticker") funds, used by BLM for the development, maintenance and operation of benefiting projects on BLM-administered Public Land in the State of California.

Acceptance of contributions is also authorized by the Taylor Grazing Act (43 U.S.C. 315h) for rangeland improvements, and by 43 U.S.C. 759, 761, and 31 U.S.C. 1321(a), for public surveys; and these contributions are permanently appropriated as trust funds to the Secretary for such uses by those Acts.

Justification of Program and Performance

Activity: Trust Funds, Alaska Townsites (Permanent)

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1	1	1	1	(---)
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 355

The *Act of March 3, 1891*, Sec. 11, provided for the sale of town lots to non-Native Alaskans. This Act was repealed by The *Federal Land Policy and Management Act of 1976 (FLPMA)*. The Alaska trust funds authorized by 31 U.S.C. 1321(a) provide for survey and deed recordation of town lots occupied prior to FLPMA.

1991 program

The 1991 Base and Estimate levels are $1,000.

Alaska town lot purchasers pay the cost of survey and deed recordation plus $25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891, which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 31 U.S.C. 1321 authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Trust Funds

Object Class		1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	40	950	40	950	0	0
11.3	Positions other than permanent	8	323	8	323	0	0
11.5	Other personnel compensation		71		71	0	0
11.8	Special personal services comp		10		10		
	Total personnel compensation	48	1354	48	1354	0	0
	Other Objects						
12.1	Personnel benefits		195		195		0
21.1	Travel and transportation of persons		210		210		0
22.0	Transportation of things		15		15		0
23.2	Rental payments to others		5		5		0
23.3	Communications, utilities, and miscellaneous charges		10		10		0
24.0	Printing and reproduction						0
25.0	Other services		40		40		0
26.0	Supplies and materials		25		25		0
31.0	Equipment		25		25		0
32.0	Lands and structures		312		68		-244
			1/		1/		
	Total Requirements		2191		1947		-244

1/ Includes obligations of $1,491 in 1991 Base and $1,247 from carryover balances for the Land and Resource Management Trust Fund.

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code 14-9971-0-7-302	89 actual	90 estimate	91 estimate
Program by activities:			
00.01 Land and resource management trust fund	5,001	2,092	1,847
00.02 Trustee funds, Alaska townsites	7	99	100
10.00 Total obligations	5,008	2,191	1,947
Financing:			
17.00 Recovery of prior year obligations	(247)	0	0
21.40 Unobligated balance available, start of year	(5,081)	(6,080)	(4,589)
24.40 Unobligated balance available, end of year	6,080	4,589	3,342
27.00 Capital transfer to general fund (Reduction pursuant to P.L. 99-177)	0	(1)	0
39.00 Budget authority	5,760	699	700
Budget authority, Current:			
40.00 Appropriation (indefinite)	3,871	100	100
40.00 Appropriation (Reduction pursuant to P.L. 99-177)	0	(1)	0
43.00 Appropriation (adjusted) (indefinite)	3,871	99	100
60.00 Appropriation (permanent, indefinite)	1,889	600	600
Relation of obligations to outlays:			
71.00 Obligations incurred, net	5,007	2,191	1,947
72.40 Obligated balance, start of year	2,645	1,107	746
74.40 Obligated balance, end of year	(1,107)	(746)	(626)
78.00 Adjustments in unexpired accounts	(247)	0	0
90.00 Outlays	6,298	2,552	2,067
Distribution of budget authority by account:			
Land and resource management trust fund	5,749	698	699
Trustee funds, Alaska townsites	11	1	1
Distribution of outlays by account:			
Land & resource management trust fund	6,291	2,551	2,066
Trustee funds, Alaska townsites	7	1	1

Type size:
6 point 20 picas
Caps 100
Rule, underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised,
3880-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code 14-9971-0-7-302		FY 89 actual	FY 90 estimate	FY 91 estimate
	Personnel compensation:			
11.1	Full-time permanent	1,492	917	950
11.3	Other than full-time permanent	520	312	323
11.5	Other personnel compensation	119	63	71
11.8	Special personal services payment	13	10	10
11.9	Total personnel compensation	2,144	1,302	1,354
12.1	Civilian personnel benefits	310	189	195
21.0	Travel and transportation of persons	326	200	210
22.0	Transportation of things	36	15	15
23.2	Rental payments to others	16	5	5
23.3	Communications, utilities, and miscellaneous charges	59	10	10
24.0	Printing and reproduction	39	0	0
25.0	Other services	461	40	40
26.0	Supplies and materials	812	25	25
31.0	Equipment	146	25	25
32.0	Land and structures	659	380	68
99.9	Total obligations	5,008	2,191	1,947

Type size:
8 point 22 picas
Caps 120
Red underscore
Caps 250

STANDARD FORM 300
July 1954, Bureau of the Budget
Circular No. A-11, Revised,
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code 14-9971-0-7-302	19 89 actual	19 90 estimate	19 91 estimate
Total number of full-time permanent positions	69	40	40
Total compensable workyears:	82	48	48
Full-time equivalent employment			
Full-time equivalent of overtime and holiday hours	3	2	2
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078

Appropriation Summary Statement

Appropriation: Special Acquisition of Lands and Minerals (Permanent)

This account was established to identify the monetary effect of the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal land or mineral interests any areas specifically authorized and directed by an Act of Congress.

The major activities covered by this account are the following:

Rattlesnake NRA and Wilderness Area. Represents the monetary value of bidding rights accrued from interest adjustments to the initial bidding rights issued under the authority of P.L. 96-476 as amended by section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

Northern Cheyenne Indian Reservation. Section 3 of P.L. 96-401 provides for cancellation of certain coal leases and permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements to compensate lessees and permittees for the cancellation of their leases or permits. Compensation is to be in the form of noncompetitive coal leases off the reservation or certificate of bidding rights or both. Bidding rights have been issued in the Peabody Coal Company, Garfield County Exploration Company/Oil Shale Syndicate, and Consolidation Coal Company settlements. The bidding rights granted did not accrue interest. No further settlements under P.L. 96-401 remain to be completed.

This is permanent authority not requiring current Congressional action.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: SPECIAL ACQUISITION OF LANDS AND MINERALS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990			0	1300
OBLIGATION LIMITATION PURSUANT TO P.L. 99-177				[18]
ADJUSTED APPROPRIATION, 1990			0	1300
ADJUSTMENTS TO BASE:				
TOTAL ADJUSTMENTS TO BASE			0	0
1991 BASE BUDGET			0	1300
Program Changes (Changes to base budget, detailed below)				0
TOTAL REQUIREMENTS (1991 estimate)				1300

Comparison by activities/ subactivities	1989 Actual FTE-T	1989 Actual Amount	1990 Enacted to Date FTE-T	1990 Enacted to Date Amount	PL99-177 Reduction Amount	1990 Adjusted Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp FTE	Inc./Dec. from 1990 Approp Amount	Inc./Dec. from 199 Adj Approp Amount	from 1991 Base FTE	from 1991 Base Amount
Special Acquisition of Lands and Minerals.	0	5482	0	1300	0	1300	0	1300	0	1300	0	0	0	0	0

Justification of Program and Performance

Activity: Special Acquisition of Lands and Minerals

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,300	1,300	1,300	1,300	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	1,300	1,282

The obligation limitation pursuant to PL 99-177 will result in a deferral of the interest on monetary credits until 1991.

Authorization

16 U.S.C. 460 11-3
P.L. 97-476

Section 4 of the *Rattlesnake Recreation Area and Wilderness Act of 1980* authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

16 U.S.C. 460 11-3
P.L. 98-140

Section 7 of the *Lee Metcalf Wilderness and Management Act of 1983* amended P.L. 96-476 to provide that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

P.L 96-401

Section 3 of *"An act relating to certain leases involving the Secretary of the Interior and the Northern Cheyenne Indian Reservation,"* provides for the cancellation of 6 coal leases and 11 permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements with the lessees and permittees to compensate them for the cancellation of their leases or permits. Compensation was to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both.

Objective

The objective of this program is to:

- account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights issued pursuant to special legislation relating to acquisition of land or mineral rights.

1991 program

Rattlesnake NRA and Wilderness Area

On November 19, 1983, pursuant to P.L. 97-476, as amended, BLM issued bidding rights equal to $14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness Area in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 U.S.C. 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is applied to the State's 50 percent share of these payments.

To exercise these bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

Interest will be compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended.

Bidding rights may be assigned to any entity in minimum amounts of $100,000.

Northern Cheyenne Indian Reservation

On September 24, 1985, pursuant to P.L. 96-401, BLM issued bidding rights of about $3,170,000 to Peabody Coal Company for its rights within the Northern Cheyenne Indian Reservation in Montana. On April 25, 1989, BLM issued bidding rights of $4,977,955 to Garfield County Exploration Company and Shale Oil Syndicate, Inc. for their rights within the Northern Cheyenne Indian Reservation. On October 19, 1989, BLM issued bidding rights of $892,487 to Consolidation Coal Company for its rights within the Northern Cheyenne Indian Reservation. The bidding rights granted do not accrue interest.

The certificates of bidding rights provide that the bidding rights granted may be used as monetary credits against bonus payments paid under the Mineral Land Leasing Act of 1920, as amended (31 U.S.C. 191) for any Federal coal lease won at competitive sales, by the parties to whom the certificates were issued or their successors and assigns.

All rights granted to Peabody Company shall continue until fully used, or if not fully used, not later than September 30, 2005. The rights granted to Garfield County Exploration Company and Shale Oil Syndicate, Inc., and to Consolidation Coal Company shall continue until fully used. The bidding rights may be assigned in minimum amounts of $100,000.

Summary

As of November 30, 1989, the value of the total outstanding unused bidding rights was $11,492,115.99. Interest is currently paid at a rate of 7% on the outstanding bidding rights where applicable.

The 1991 amount represents only interest adjustments to unexercised bidding rights for Rattlesnake NRA and Wilderness Area at current Treasury rates. It is permanent authority to borrow, requiring no current Congressional action.

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL AQUISITION OF LANDS AND MINERALS
Program and Financing (in thousands of dollars)

Identification code 14-1117-0-1-302	89 actual	90 estimate	91 estimate
Program by activities:			
10.00 Total obligations (object class 43.0)	5,482	1,282	1,318
Financing:			
21.40 Unobligated balance available, start of year	0	0	(18)
24.40 Unobligated balance available, end of year	0	18	0
67.10 Authority to borrow (P.L. 96-476, as amended)	5,482	1,300	1,300
71.00 Obligations incurred, net	5,482	1,282	1,318
90.00 Outlays	5,482	1,282	1,318

26-624 O—90——16

Appropriation Summary Statement

Appropriation: Operations and Maintenance of Quarters (Permanent)

This permanent appropriation provides for the maintenance of quarters used by BLM employees in areas where other housing alternatives are unavailable. Expenses for operation and maintenance of quarters are financed by collections received in the form of quarters rental payments. This account was established in 1986 and operates under provisions of Section 320 of the 1985 Department of the Interior and Related Agencies Appropriations Act, as amended by Section 316 of the 1989 Interior Department Appropriations Act.

Justification of Program and Performance

Appropriation: Operation and Maintenance of Quarters

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	250	250	250	250	(---)
(FTE)	(3)	(3)	(3)	(3)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	250	247

The obligation limitation pursuant to PL 99-177 will defer preventive maintenance work such as painting on approximately 6 to 8 quarters units.

Authorization

P.L. 98-473 — *The 1985 Appropriations Act for the Department of the Interior and Related Agencies*, Section 320, established a permanent account in each bureau for the operation and maintenance of quarters starting with 1985 and each fiscal year thereafter.

Objective

The objective of this account is to:

- Maintain and repair all BLM employee occupied quarters from which quarters rental charges are collected.

1991 program

Agencies are required to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

Section 320 of the 1985 Appropriations Act for the Department of the Interior and Related Agencies as amended by Section 316 of the 1989 Interior Department Appropriations Act, requires that quarters rental charges collected be deposited in a special fund to remain available until expended for the maintenance and operation of quarters. The funds are used to maintain, repair and recondition BLM owned housing to keep the facilities in safe, healthful and usable condition.

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Program and Financing (in thousands of dollars)

Identification code 14-5048-0-2-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Program by activities:			
10.00 Total obligations	398	246	250
Financing:			
17.00 Recovery of prior year obligations	(5)	0	0
21.40 Unobligated balance available, start of year	(181)	(13)	(17)
24.40 Unobligated balance available, end of year	13	17	17
60.00 Budget authority (appropriation permanent indefinite) (special fund)	225	250	250
Relation of obligations to outlays:			
71.00 Obligations incurred, net	399	246	250
72.40 Obligated balance, start of year	41	4	26
74.40 Obligated balance, end of year	(4)	(26)	(26)
78.00 Adjustments in unexpired account	(5)	0	0
90.00 Outlays	431	224	250

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Object Classification (in thousands of dollars)

Identification code 14-5048-0-2-302		FY 89 actual	FY 90 estimate	FY 91 estimate
	Personnel compensation:			
11.1	Full-time permanent	117	60	62
11.3	Other than full-time permanent	58	30	31
11.5	Other personnel compensation	2	2	2
11.9	Total personnel compensation	177	92	95
12.1	Civilian personnel benefits	27	14	15
21.0	Travel and transportation of persons	13	6	6
22.0	Transportation of things	7	5	5
23.2	Rental payments to others	10	5	5
25.0	Other services	47	40	40
26.0	Supplies and materials	110	54	54
31.0	Equipment	7	5	5
32.0	Land and structures	0	25	25
99.9	Total obligations	398	246	250

STANDARD FORM 300
May 1954, Bureau of the Budget
Circular No. A-11, Revised,

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Personnel Summary

Identification code 14-5048-0-2-302	FY 89	FY 90	FY 91
Total number of full-time permanent positions	5	3	3
Total compensable workyears: Full-time equivalent employment	6	3	3
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078

Appropriation Summary Statement

Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts collected from the sale, lease, or use of the Public Land and resources with States and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the States and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

Historically, the bulk of the outlays from these accounts were made in the fiscal year immediately following the year in which the collections were made. In order to annualize these payments so that the payments are made in the same fiscal year as they were collected, the outlay schedule for 1990 is higher than normal. The regularly scheduled payments will be made for the 1989 receipt collections in addition to accelerating the payment schedule for the 1990 receipt collections by providing a partial payment of the 1990 obligations in September of 1990. Beginning in 1991, these payments will be annualized so that payments covering receipts collected for about 85% of the collection year will be made during the year of collection with the balance of 15% being made in the following fiscal year.

The following activities are included within the total appropriation:

1. Payments to Oklahoma (royalties);
2. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands;
3. Payments to counties, Oregon and California grant lands;
4. Payments to States (proceeds of sales);
5. Payments to States from grazing receipts, etc., Public Land outside grazing districts;
6. Payments to States from grazing receipts, etc., Public Land within grazing districts;
7. Payments to States from grazing receipts, etc., Public Land within grazing districts, miscellaneous;
8. Payments to Alaska, National Petroleum Reserve;
9. Payments to counties, National Grasslands;
10. Expenses, road maintenance deposits;
11. Payments to Nevada from receipts on land sales; and
12. Payments from proceeds, sale of water.

Summary of Requirements

(dollars in thousands)

APPROPRIATION: MISCELLANEOUS PERMANENT APPROPRIATIONS

	FTE	Amount	FTE	Amount
APPROPRIATION ENACTED, 1990			80	134833
OBLIGATION LIMITATION PURSUANT TO P.L. 99-177				[128136]
ADJUSTED APPROPRIATION, 1990			80	134833
ADJUSTMENTS TO BASE:				
TOTAL ADJUSTMENTS TO BASE			0	0
1991 BASE BUDGET			80	134833
Program Changes (Changes to base budget, detailed below)				18789
TOTAL REQUIREMENTS (1991 estimate)			80	153722

Summary of Requirements

(Dollars in thousands)

APPROPRIATION: MISCELLANEOUS PERMANENT APPROPRIATIONS

Comparison by activities/ subactivities	1989 Actual FTE	1989 Actual Amount	1990 Enacted to Date FTE	1990 Enacted to Date Amount	PL99-177 Reduct Amount	1990 Adjusted Approp. Amount	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc./Dec. from 1990 Approp FTE	Inc./Dec. from 1990 Approp Amount	Inc./Dec. from 1990 Adj Approp Amount	Inc./Dec. from 1991 Base FTE	Inc./Dec. from 1991 Base Amount
1. Payments to Oklahoma (royalties)....	0	5	0	4	0	4	0	4	0	4	0	0	0	0	0
2. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands.....	0	980	0	980	0	980	0	980	0	1000	0	20	20	0	20
3. Payments to counties, Oregon and California grant lands.....	0	109911	0	121900	0	121900	0	121900	0	141100	0	19200	19200	0	19200
4. Payments to States (proceeds of sales).....	0	1270	0	1176	0	1176	0	1176	0	1268	0	92	92	0	92
5. Payments to States from grazing receipts, etc., public lands outside grazing districts.....	0	1232	0	1280	0	1280	0	1280	0	1280	0	-0	-0	0	-0
6. Payments to States from grazing receips etc., public lands within grazing districts.....	0	1836	0	1959	0	1959	0	1959	0	1946	0	-13	-13	0	-13
7. Payments to States from grazing receipts etc., public lands within grazing districts misc.....	0	5	0	5	0	5	0	5	0	5	0	0	0	0	0
8. Payments to Alaska, National Petroleum Reserve.....	0	596	0	600	0	600	0	600	0	600	0	0	0	0	0
9. Payments to Counties, National Grasslands.....	0	465	0	520	0	520	0	520	0	519	0	-1	-1	0	-1
10. Expenses, road maintenance deposits.	88	6512	80	5000	0	5000	80	5000	80	4500	0	-500	-500	0	-500
11. Payments to Nevada from receipts on land sales.....	0	282	0	1500	0	1500	0	1500	0	1500	0	0	0	0	0
12. Payments from proceeds-sale of water	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL REQUIREMENTS	88	125073	80	134933	0 1/	134933	80	134933	80	153722	0	18788	18788	0	18788

1/ THE OBLIGATION LIMITATION PURSUANT TO P.L. 99-177 DOES NOT IMPACT BUDGET AUTHORITY.

Justification of Program and Performance

Activity: Payments to Oklahoma (royalties)

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	4	4	4	4	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	4	4

There is no impact to this activity resulting from PL 99-177.

1991 program

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools.

The 1991 Estimate is $4,000. Payments had historically been made in November following the end of the fiscal year in which the receipts were collected. Beginning in 1990, payments for the first 10 months of the current fiscal year will be made in September, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year. The same schedule will be followed for 1991 payments.

Activity: Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Lands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	980	980	980	1,000	+20
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	980	572

The impact of P.L. 99-177 is to limit 1990 payments to a total of $572,000. The balance will not be lost in payments to the counties as it will only be deferred to 1991.

1991 Base

In accordance with 53 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands. Payments are made from receipts collected, on a quarterly basis, upon receipt of billings from the counties.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	980	1,000	+20
(FTE)	(---)	(---)	(---)

An increase of $20,000 is projected for 1991. The anticipated increase is due to an increase in value of timber products sold which is reflecting a continued high demand for timber. A high harvest level is also resulting in a declining "reserve" of sold but unharvested timber which is also resulting in an escalation of the sale value of timber.

Activity: Payments to Counties, Oregon and California (O&C) Grant Lands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	121,900	121,900	121,900	141,100	+19,200
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	121,900	113,834

The impact of PL 99-177 is that 1990 payments will be limited to a total of $113,834,000. The balance of $8,066,000 will not be lost in payments to the counties as the payments will only be deferred to 1991.

1991 Base

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by the annual Interior Department Appropriations Act, 50 percent of the receipts to the Oregon and California grant land fund are paid to the counties in which the lands are situated, to be used as other county funds. Included in this amount are funds generated from the management of Forest Service administered O&C grant lands in addition to those administered by the BLM. Payments had historically been made in October and November following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current fiscal year will be made in September, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	121,900	141,100	+19,200
(FTE)	(---)	(---)	(---)

An increase of $19,200,000 is projected for 1991. The anticipated increase is due to an increase in receipts collected, reflecting a continued high level of timber harvest, and effects of increased sale prices paid for the sold timber, thereby increasing the total receipts when the timber is harvested. This increases the 50 percent share of the receipts which is paid to the 18 O&C counties by law.

Activity: Payments to States (proceeds of sales)

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,176	1,176	1,176	1,268	+92
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	1,176	1,085

The impact of PL 99-177 is that 1990 payments will be limited to a total of $1,085,000. The balance of $91,000 will not be lost in payments to the states as the payments will only be deferred to 1991.

1991 Base

In accordance with the Department of the Interior and Related Agencies Appropriations Act of 1952 (P.L. 82-136, 65 Stat. 252), the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public Land and Public Land products. These payments are to be used for educational purposes or for construction of public roads and improvements. Payments historically had been made in November following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current fiscal year will also be made in September of the collection year, with the balance of the fiscal year's applicable receipts to be made early in the following fiscal year.

Increase from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	1,176	1,268	+92
(FTE)	(---)	(---)	(---)

An increase of $92,000 is projected for 1991. This increase is primarily as a result of an anticipated increase in land sales due to the lifting of the injunction associated with the National Wildlife Federation lawsuit and an increase in the collections from sold timber from the Public Domain lands due to anticipated higher sale prices of the timber being harvested.

Activity: Payments to States from grazing receipts, etc., public lands outside grazing districts

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,289	1,289	1,289	1,280	-9
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	1,289	1,289

There is no impact to this activity resulting from PL 99-177.

1991 Base

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315b and 315i), the States are paid 50 percent of the grazing fee receipts from Public Land outside of organized grazing districts. The 1991 Estimate is based on a continuation of the 1990 grazing fee of $1.8¢/AUM. Payments had been made in November following the end of the fiscal year in which the receipts were collected, however, beginning in 1990, payments for the first 10 months of the current fiscal year will also be made in September of the collection year, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	1,289	1,280	-9
(FTE)	(---)	(---)	(---)

A decrease of $9,000 is projected for 1991. This decrease is due to the decreased level of the grazing fee.

Activity: Payments to States from grazing receipts, etc., public lands within grazing districts

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,959	1,959	1,959	1,946	-13
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	1,959	1,959

There is no impact to this activity as a result of PL 99-177.

1991 Base

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315b and 315i), the States are paid 12 1/2 percent of the grazing fee receipts from lands within organized grazing district boundaries. The 1991 Estimate is based on a continuation of the 1990 grazing fee of $1.81/AUM. Payments historically had been made in November following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current fiscal year will also be made in September of the year of collection, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	1,959	1,946	-13
(FTE)	(---)	(---)	(---)

A decrease of $13,000 is projected for 1991. This decrease is due to the decreased level of the grazing fee.

Activity: Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	$	$	$	$	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	$	3

The impact of PL 99-177 is that 1990 payments will be limited to a total of $3,000. The balance of $2,000 will not be lost in payments to the states as the payments will only be deferred to 1991.

1991 program

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The 1991 Estimate is based on a continuation of the 1990 grazing fee of $1.81/AUM. Payments historically had been made in November following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current collection year will also be made in September, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Activity: Payments to Alaska, National Petroleum Reserve

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	600	600	600	600	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	600	600

There is no impact to this activity as a result of PL 99-177.

1991 program

In accordance with 94 Stat. 1964 (42 U.S.C. 6508), Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from the leasing of oil and gas in the National Petroleum Reserve in Alaska for use in planning, construction, maintenance, and operation of essential public facilities and other necessary provisions of public service. Payments historically had been scheduled to be made semi-annually (June and November) for the previous 6 months collections. Beginning in September 1990, a payment will be made in the collection year for the previous four months collections, with the balance to be paid in the following November.

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Activity: Payments to counties, National Grasslands

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	520	520	520	519	-1
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	520	520

There is no impact to this activity as a result of PL 99-177.

1991 Base

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands, including grazing and mineral leasing, are paid to the counties in which such lands are located. These funds are used by the counties for schools and roads. Payments to the counties historically had been made in February following the end of the fiscal year in which the receipts were collected, however beginning in 1990, payments for the first 10 months of the current fiscal year will be made in September of the collection year, with the balance of the fiscal year's applicable receipts to be made early in the following fiscal year.

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	520	519	-1
(FTE)	(---)	(---)	(---)

A decrease of $1,000 is projected for 1991. This decrease is due to the decreased level of the grazing fee.

Activity: Road Maintenance Deposits

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	5,000	5,000	5,000	4,500	-500
(FTE)	(80)	(80)	(80)	(80)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	5,000	5,000

There is no impact to this activity as a result of PL 99-177.

1991 Base

Section 502 (c) of the Federal Land Policy and Management Act (FLPMA) (43 U.S.C. 1762(c)) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1735(b)), excluding $225,000 which is earmarked for administrative expenses.

These road maintenance deposit funds are used in combination with funds appropriated in the "O&C Grant Lands" appropriation for transportation maintenance to accomplish the total level of workload on the BLM western Oregon road system. (See "O&C Grant Lands" section on Facilities Maintenance for a full program description.)

Decrease from 1991 Base

(dollars in thousands)

	1991 Base	1991 Estimate	Difference
$	5,000	4,500	-500
(FTE)	(80)	(80)	(---)

A decrease of $500,000 is projected for 1991. This decrease is due to the anticipated continuation of the downward trend in the collection of road maintenance fees from commercial users of the road systems in western Oregon. The decreased amount of maintenance funding capability will result in 300 miles of scheduled maintenance to be foregone on western Oregon roads.

Activity: Payments to Nevada from receipts on land sales

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	1,500	1,500	1,500	1,500	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	1,500	444

The impact of PL 99-177 is that 1990 payments will be limited to a total of $444,000. The balance of $1,056,000 will not be lost in payments to the counties as the payments will only be deferred to 1991.

1991 program

Public Law 96-586 of 1980 (Burton-Santini Act) authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. Payments to the State and County historically had been scheduled to be made in February of the fiscal year following the year of collection, however, beginning in 1990, payments for the first 10 months of the collection year will be made in September, with the balance of the fiscal year's applicable receipts to be paid early in the following fiscal year.

Activity: Payments from proceeds, sale of water

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	---	---	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 Obligation Limitation
$	---	---

There is no impact to this activity as a result of PL 99-177.

1991 program

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on Public Land strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

Funds derived from such proceeds have been consistently recommended for deferral each year by the Administration.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations

Object Class		1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
11.	Personnel compensation:						
11.1	Permanent positions	67	2050	67	2122	0	72
11.3	Positions other than permanent	13	350	13	362	0	12
11.5	Other personnel compensation 1/	(3)	100	(3)	104	---	4
	Total personnel compensation	80	2500	80	2588	0	88
	Other Objects						
12.1	Personnel benefits		400		414		14
21.0	Travel and transportation of persons		0		30		30
22.0	Transportation of things		1300		1382		82
23.2	Rental payments to others		50		50		0
23.3	Communications, utilities, and miscellaneous charges		5		5		0
25.0	Other services		520		460		-60
26.0	Supplies and materials		200		50		-150
31.0	Equipment		25		11		-14
41.0	Grants, subsidies, and contributions		129933		148732		18799
	Total Requirements		134933		153722		18789

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

STANDARD FORM 300
July 1954, Bureau of the Budget
Circular No. A-11, Revised.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	» 89 actual	» 90 estimate	» 91 estimate
Program by activities:			
00.01 Payments to Oklahoma (royalties)	5	4	4
00.02 Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	980	931	1,049
00.03 Payments to counties, Oregon and California grant lands	109,911	113,605	147,241
00.04 Payments to States (proceeds of sales)	1,270	1,117	1,327
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts	1,232	1,224	1,345
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts	1,835	1,860	2,045
00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	5	5	5
00.08 Payments to Alaska, National Petroleum Reserve	596	570	630
00.09 Payments to counties, national grasslands	465	494	545
00.10 Expenses, road maint. deposits	8,187	4,748	4,752
00.11 Payments to Nevada from receipts on land sales	262	1,423	1,577
Financing:			
10.00 Total obligations	124,748	125,981	160,520
17.00 Recovery of prior year obligations	(125)	0	0
21.40 Unobligated balance available, start of year	(3,029)	(1,479)	(10,431)
24.40 Unobligated balance available, end of year	1,479	10,431	3,633
60.00 Budget authority (appropriation) (permanent, indefinite) (special fund)	123,073	134,933	153,722

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised,
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 89 actual	19 90 estimate	19 91 estimate
Relation of obligations to outlays:			
71.00 Obligations incurred, net	124,748	125,981	160,520
72.40 Obligated balance, start of year	100,646	102,362	1,260
74.40 Obligated balance, end of year	(102,362)	(1,260)	(8,335)
78.00 Adjustments in unexpired account	(125)	0	0
90.00 Outlays	122,907	227,083	153,445
Distribution of budget authority by account:			
Payments to Oklahoma (royalties)	5	4	4
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	980	980	980
Payments to counties, Oregon and California grant lands	109,911	121,900	141,100
Payments to States (proceeds of sales)	1,270	1,176	1,268
Payments to States from grazing receipts, etc., public lands outside grazing districts	1,232	1,289	1,280
Payments to States from grazing receipts, etc., public lands within grazing districts	1,835	1,959	1,946
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	5	5	5
Payments to Alaska, National Petroleum Reserve	596	600	600
Payments to counties, national grasslands	465	520	519
Expenses, road maintenance deposits	6,312	5,000	4,520
Payments to Nevada from receipts on land sales	262	1,500	1,500

STANDARD FORM 300
July 1984, Bureau of the Budget
Circular No. A-11, Revised.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code 14-9921-0-2-999	19 89 actual	19 90 estimate	19 91 estimate
Distribution of outlays by account:			
Payments to Oklahoma (royalties)	5	4	4
Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands	980	920	1,003
Payments to counties, Oregon and California grant lands	108,162	214,830	140,790
Payments to States (proceeds of sales)	1,270	1,106	1,269
Payments to States from grazing receipts, etc., public lands outside grazing districts	1,232	1,212	1,286
Payments to States from grazing receipts, etc., public lands within grazing districts	1,835	1,842	1,955
Payments to States from grazing receipts, etc., public lands within districts, miscellaneous	5	5	5
Payments to Alaska, National Petroleum Reserve	596	564	603
Payments to counties, national grasslands	465	489	521
Expenses, road maintenance deposits	8,095	4,701	4,502
Payments to Nevada from receipts on land sales	262	1,410	1,507

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code 14-9921-0-2-999		'89 actual	'90 estimate	'91 estimate
	Personnel compensation:			
11.1	Full-time permanent	2,166	2,050	2,122
11.3	Other than full-time permanent	382	350	362
11.5	Other personnel compensation	113	100	104
11.9	Total personnel compensation	2,661	2,500	2,588
12.1	Civilian personnel benefits	435	400	414
21.0	Travel and transportation of persons	25	0	30
22.0	Transportation of things	1,454	1,108	1,382
23.2	Rental payments to others	49	50	50
23.3	Communications, utilities, and miscellaneous charges	5	5	5
25.0	Other services	1,570	460	460
26.0	Supplies and materials	727	200	50
31.0	Equipment	28	25	11
32.0	Lands and structures	1,233	0	0
41.0	Grants, subsidies, and contributions	116,561	121,233	155,530
99.9	Total obligations	124,748	125,981	160,520

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code 14-9921-0-2-999	19 89 actual	19 90 estimate	19 91 estimate
Total number of full-time permanent positions	74	67	67
Total compensable workyears: Full-time equivalent employment	88	80	80
Full-time equivalent of overtime and holiday hours	3	3	3
Average GS grade	9.30	9.30	9.30
Average GS salary	29,874	30,986	32,078

Appropriation Summary Statement

Appropriation: Cook Inlet Region, Inc. Property

This account receives funds appropriated by section 9102 of the 1990 Department of Defense Appropriations Act (P.L. 101-165) for the acquisition of Federal real properties, improvements on such lands or rights to their use or exploitation, and any personal property related to the land purchased by the Cook Inlet Region, Incorporated, as authorized by the provisions of section 12(b) of Public Law 94-204 (43 U.S.C. 1611). Funds are made available to the Bureau of Land Management for administration and subsequent payment.

Justifications of Program and Performance

Activity: Cook Inlet Region, Inc. Property

(dollars in thousands)

	1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc. (+) Dec. (-) from Base
$	150,825	150,825	---	---	---
(FTE)	(---)	(---)	(---)	(---)	(---)

Authorization

43 U.S.C. 1611 P.L. 94-204	Public Law 94-204, amends the *Alaska Native Claims Settlement Act of 1971*, P.L. 92-203, by directing the Secretary to make conveyances to Cook Inlet Region Inc. (CIRI) in accordance to the "Terms and Conditions for Land Consolidation and Management in Cook Inlet Area".
43 U.S.C. 1611 P.L. 96-487	Section 1435 of the *Alaska National Interest Lands Conservation Act of 1980*, authorized CIRI to bid on surplus property in accordance with the Federal Property and Administrative Services Act of 1940 (40 U.S.C. sec. 484) and provided for the establishment of a CIRI surplus property account by the Secretary of the Treasury.
43 U.S.C. 1611 P.L. 97-468	Subsection 606(d) of Title VI of the *Alaska Railroad Transfer Act of 1982*, expanded the account by allowing CIRI to bid on properties anywhere in the United States.
P.L. 100-202 101 Stat. 1329-318	Sec. 127 of the 1988 Defense Appropriations Act authorized CIRI to bid at any public sale of property by any agent of the United States including the Department of the Defense.
P.L. 101-165	Section 9102 of the *1990 Department of Defense Appropriation Act* appropriated monies to be placed into the CIRI Treasury account for bidding purposes.

1991 program

Several statutes have granted authorities to various corporations and the State of Alaska to select parcels of the Federal domain in Alaska. The Alaska Statehood Act of 1958 granted the new state government 104 million acres of public domain. The Alaska Native Claims Settlement Act (ANCSA) of 1971 awarded Natives 44 million acres. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 added 104 million acres to national parks, wildlife refuges and other parts of the conservation system as well as clarifying and expanding upon issues relative to ANCSA. The State government has primarily selected lands with the potential for resource development. Native corporations, which were established to handle money and lands granted to Alaska Natives, also wanted lands that could be developed for the economic benefit of Alaska Natives, as well as some of the lands where Native peoples had historically lived, hunted, and fished.

The Cook Inlet Region, Incorporated (CIRI) was established as a Native corporation. Special problems associated with CIRI's ability to obtain lands entitled to it under ANCSA has resulted in a number of legislative and administrative resolutions. Amendments to the Alaska Native Claims Settlement Act in P.L. 94-204 of January 2, 1976 provided for (1) the established of a CIRI surplus property account for the purpose of bidding on Federal surplus property; (2) identified the amount to be charged against the surplus property account; and (3) the basis for computing gain or loss against CIRI's entitlement. P.L. 94-204 has been amended several times with respect to the land selections of CIRI. One of these amendments, P.L. 96-487 (December 2, 1980) provided for the established of a property account for CIRI. Another amendment to the Alaska Railroad Transfer Act in 1983, (P.L. 97-468, January 14, 1983) defined terms and conditions for the property account.

Based on the legislation, agreements between the Department of the Interior and CIRI further defined a mechanism to account for CIRI's entitlements and a system of priorities for allocations of debits resulting from the fulfillment of the CIRI entitlement. Funds for the account were appropriated, as permanent budget authority, by P.L. 101-165, the Department of the Defense Appropriations Act of 1990.

By agreement among the Department of the Interior, Department of the Treasury and the Office of Management and Budget, the BLM has been assigned the responsibility of monitoring the current status of the CIRI property account and appropriation, including semi-annual adjustments based upon provisions i the statutes.

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
COOK INLET REGION, INC. PROPERTY
Program and Financing (in thousands of dollars)

Identification code 14-1118-0-1-302	FY 89 actual	FY 90 estimate	FY 91 estimate
Program by activities:			
10.00 Total Obligations (object class 12.50)	0	55,492	0
Financing:			
21.40 Unobligated balance available, start of year	0	0	(95,333)
24.40 Unobligated balance available, end of year	0	95,333	95,333
60.00 Appropriation	0	150,825	0
Relation of obligations to outlays:			
71.00 Obligations incurred, net	0	55,492	0
90.00 Outlays (excluding pay raise supplemental)	0	55,492	0

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
DETAIL OF PERMANENT EMPLOYMENT

	1989 Actual	1990 Estimate	1991 Estimate
Executive Level V	1	1	1
Subtotal	1	1	1
ES-5	8	8	8
ES-4	12	12	12
ES-3	3	3	3
ES-2	0	0	0
ES-1	1	1	1
Subtotal	24	24	24
GS/GM-15	65	67	68
GS/GM-14	176	181	183
GS/GM-13	542	558	565
GS-12	1349	1389	1406
GS-11	2069	2130	2156
GS-10	112	115	117
GS-9	1313	1352	1368
GS-8	179	184	187
GS-7	724	745	754
GS-6	495	510	516
GS-5	735	757	766
GS-4	431	444	449
GS-3	52	54	54
GS-2	5	5	5
GS-1	1	1	1
Subtotal	8248	8492	8595
Ungraded	413	460	450
Total permanent employment, end of fiscal year	8686	8977	9070

Appropriation Language Sheet

Administrative Provisions

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to $25,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed $10,000 *Provided*, That appropriations herein made for Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further*, That appropriations herein made may be expended for surveys of Federal lands and on a reimbursable basis for surveys of Federal lands and for protection of lands for the State of Alaska: *Provided further*, That an appeal of any reductions in grazing allotments on public rangelands must be taken within thirty days after receipt of a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed: *Provided further*, That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau: *Provided further*, That notwithstanding section 5901(a) of title 5, United States Code, the uniform allowance for each uniformed employee of the Bureau of Land Management shall not exceed $400 annually: *Provided further, that unobligated balances in the "Recreation Development and Operation of Recreation Facilities" account are to be deposited into the receipt account established by 16 U.S.C. 4601-6a(i): Provided further, That on each mining claim on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28-28(e)), and the filing requirements contained in Section 314(a) of the Federal Land Policy and Management Act (43 U.S.C. 1744(a)), and the related requirements in 314 (c) (43 U.S.C. 1744(c)), an annual mining claim holding fee of $100.00 shall be paid to the Secretary of the Interior or his designee on or before September 30, 1991, and every year thereafter on or before September 30; Provided further, That such fee otherwise due on or before September 30, 1991, shall be waived upon a showing that the claimant has, by the effective date of this Act, completed the labor required by 30 U.S.C. 28 for the assessment year beginning September 1, 1990: Provided further, That the co-ownership provisions of 30 U.S.C. 28 will remain in effect except that the annual mining claim holding fee shall replace the assessment work requirements and expenditures and that resumption, as allowed by 30 U.S.C. 28, shall no longer apply after the effective date of this Act; Provided further, That failure to make the annual payment of the mining claim holding fee on or before September 30 shall be deemed conclusively to constitute an abandonment of the mining claim by the owner: Provided further*, That notwithstanding the provisions of the Federal Grants and Cooperative Agreements Act of 1977 (31 U.S.C. 6301-6308), the Bureau is authorized to negotiate and enter into cooperative arrangements with public and private agencies, organizations, institutions, and individuals, to implement challenge cost-share programs.

Justification of Proposed Language Change

Administrative Provisions

1. Addition: *Provided further, that unobligated balances in the "Recreation Development and Operation of Recreation Facilities" account are to be deposited into the receipt account established by 16 U.S.C. 4601-6a(i):*

Since 1981 BLM has been precluded from obligating funds formerly available in the "Recreation Development" and Operation of Recreation Facilities" account (14x5011) for program operations and this provision will allow BLM to deposit the existing unobligated balances ($18,000) into the receipt account established by 16 U.S.C.4601-6a(i). The closing of the Recreation Development and Operation of Recreation Facilities account and merging of the existing unobligated balance into the active Recreation Use Fees account (14x5108) would not only make the funds available for use by BLM but would allow both Treasury and BLM to reduce the number of accounts that require administration and regular reports.

2. Addition: *Provided further, That on each mining claim on federally owned lands, in lieu of the assessment work requirements contained in the Mining Law of 1872 (30 U.S.C. 28-28(e)), and the filing requirements contained in Section 314(a) of the Federal Land Policy and Management Act (43 U.S.C. 1744(a)),and the related requirements in 314 (c) (43 U.S.C. 1744(c)), an annual mining claim holding fee of $100.00 shall be paid to the Secretary of the Interior or his designee on or before September 30, 1991, and every year thereafter on or before September 30; Provided further, That such fee otherwise due on or before September 30, 1991, shall be waived upon a showing that the claimant has, by the effective date of this Act, completed the labor required by 30 U.S.C. 28 for the assessment year beginning September 1, 1990: Provided further, That the co-ownership provisions of 30 U.S.C. 28, will remain in effect except that the annual mining claim holding fee shall replace the assessment work requirements and expenditures and that resumption, as allowed by 30 U.S.C. 28 shall no longer apply after the effective date of this Act; Provided further, That failure to make the annual payment of the mining claim holding fee on or before September 30 shall be deemed conclusively to constitute an abandonment of the mining claim by the owner:*

This provision would establish and authorize a holding fee of $100 for each mining claim on Federally owned land, in lieu of the current requirement under the General Mining Law of 1872, for the accomplishment and recordation of $100 worth of annual assessment work per claim. Such holding fees must be deposited with the BLM on or before September 30, 1991, and every assessment year thereafter. For 1991, the claimant would not have to pay the holding fee if a showing was made that the assessment work for the 1990 assessment year (beginning September 1, 1990) was completed before the effective date of this Act. The proposed language also provides that failure to make the annual payment of the mining claim holding fee on or before September 30 shall be deemed conclusively to constitute an abandonment of the mining claim by the owner. It further provides that the co-ownership provisions of 30 U.S.C. 28 will remain in effect except that the annual mining claim holding fee shall replace the assessment work requirements and expenditures and that resumption, as allowed by 30 U.S.C. 28 shall no longer apply after the effective date of this Act.

Currently miners are required to file an affidavit stating that they have accomplished $100 worth of assessment work per claim per year. The BLM currently collects $5 per annual assessment filing and was authorized in the 1989 Department of the Interior and Related Agencies Appropriations Act to apply the collected

amount (1990 estimate for annual assessment filing is $4.0 million) for the management of the program. The proposed holding fee is estimated to generate a total of $97,500,000 in revenues in 1991. The proposal would provide the funding mechanism for the management of the Mining Law Administration Program ($12,000,000 in 1991) in lieu of a direct appropriation, and in addition would provide for the administration of the collection and processing of the mining claim holding fees (up to $7,500,000 in 1991 and thereafter) as well as generate additional revenues for the Treasury's General Fund ($78 million).

The current provision in the General Mining Law for $100 worth of annual assessment work represented a significant amount of activity and expenditure when orginally enacted in 1872. However, in today's dollars, $100 worth of activity has little significance as an indicator of commitment to develop and maintain a mining claim. In addition, questions have been raised about the enforceability of the assessment requirement. The 1991 proposal addresses these problems by replacing the assessment requirement with the annual holding fee. The proposal will provide both environmental and mineral production benefits. It will eliminate activities that result in surface disturbance of lands solely to maintain a claim. In addition, claimants who have no serious intention to mine, or who hold their claims solely for speculative purposes, may wish to relinquish claims rather than pay the annual holding fee. Since firvolous or speculative claims serve to limit the use of public lands by others, the holding fee proposal may in fact result in increased access to lands for multiple-use, including mineral development. This would increase opportunities for mineral exploration by other parties. The holding fee will not diminish the rights of a bone fide operator to conduct necessary exploration and development of mineral resources on public land.

In addition to the annual assessment requirements found in the General Mining Law, many states have similar requirements for assessment work on mining claims. Those requirements would not be affected by the proposal to substitute a holding fee for the Federal assessment requirements. However, the Administration will urge states with such requirements to remove them in order to further reduce unnecessary surface disturbance. States may wish to consider similar annual fees to "hold" claims under state law.

ADVISORY AND ASSISTANCE SERVICES

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

(Dollars in thousands)

Account Title and Symbol		1989	1990	1991
Management of Lands and Resources: 14-1109-0-1-302				
I. Contractual Services				
Individual Experts & Consultants Consultants	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Studies, Analyses & Evaluations	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Management & Professional Support Svcs.	B.A.	353	1,144	1,260
	Oblig.	353	1,144	1,260
	Outlays	353	1,144	1,260
Engineering & Technical Services	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Subtotal	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
II. Personnel Appointments 1/	B.A.	95	95	95
	Oblig.	95	95	95
	Outlays	95	95	95
III. Advisory Committees	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Total	B.A.	448	1,239	1,355
	Oblig.	448	1,239	1,355
	Outlays	448	1,239	1,355

1/ Includes $80,000 for Interagency Personnel Agreement With EPA

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F.Y. 1991

FISH AND WILDLIFE SERVICE

NOTICE: These budget justifications are prepared for the Interior and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained through the Office of Budget of the Department of the Interior.

DEPARTMENT OF THE INTERIOR
U.S. FISH AND WILDLIFE SERVICE

FISCAL YEAR 1991 BUDGET JUSTIFICATIONS

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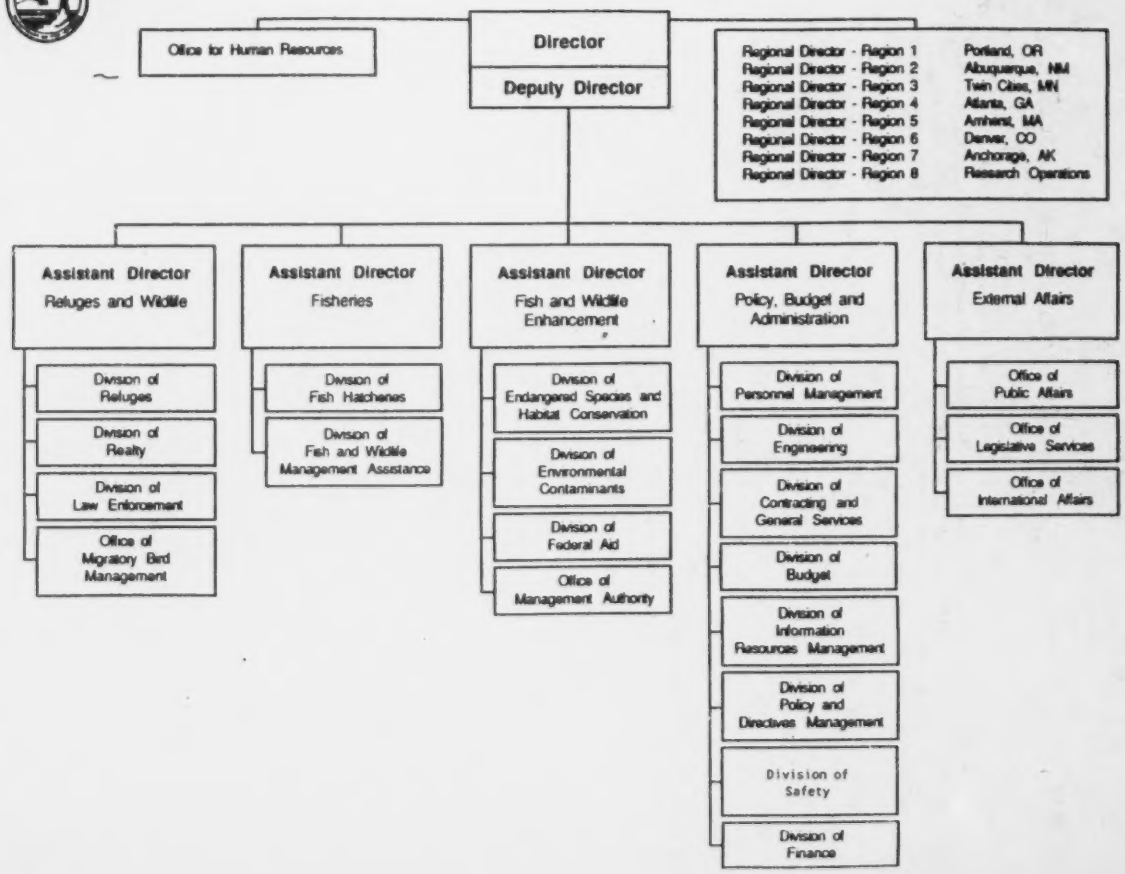
Office for Human Resources
Director
Deputy Director
Regional Director - Region 1 Portland, OR
Regional Director - Region 2 Albuquerque, NM
Regional Director - Region 3 Twin Cities, MN
Regional Director - Region 4 Atlanta, GA
Regional Director - Region 5 Amherst, MA
Regional Director - Region 6 Denver, CO
Regional Director - Region 7 Anchorage, AK
Regional Director - Region 8 Research Operations
Assistant Director Refuges and Wildlife
Division of Refuges
Division of Realty
Division of Law Enforcement
Office of Migratory Bird Management
Assistant Director Fisheries
Division of Fish Hatcheries
Division of Fish and Wildlife Management Assistance
Assistant Director Fish and Wildlife Enhancement
Division of Endangered Species and Habitat Conservation
Division of Environmental Contaminants
Division of Federal Aid
Office of Management Authority
Assistant Director Policy, Budget and Administration
Division of Personnel Management
Division of Engineering
Division of Contracting and General Services
Division of Budget
Division of Information Resources Management
Division of Policy and Directives Management
Division of Safety
Division of Finance
Assistant Director External Affairs
Office of Public Affairs
Office of Legislative Services
Office of International Affairs

FWS 1

General Statement

The year 1871 marked the beginning of Federal involvement in fish and wildlife conservation with the establishment of the Bureau of Fisheries, which initially was placed in the Department of Commerce. A second predecessor agency--the Bureau of Biological Survey--was established in 1885 in the Department of Agriculture. The two bureaus were transferred to the Department of the Interior in 1939 and then consolidated into the U.S. Fish and Wildlife Service (Service). Laws pertaining to the Fish and Wildlife Service are codified in Title 16 of the United States Code.

The mission of the Fish and Wildlife Service is to conserve, protect and enhance fish and wildlife and their habitats for the continuing benefit of people. The Service is concerned with the welfare of fish and wildlife and the preservation of their habitats. The Service has principal responsibility and authority for migratory birds, threatened and endangered species, certain marine mammals and lands under Service control.

Traditionally, the Service has been involved in such core activities as research on fish and wildlife, development and management of the National Wildlife Refuge System and the National Fish Hatchery System, migratory bird management, endangered species protection, law enforcement, and consultation on water resource development projects. As the field of fish and wildlife management has grown more sophisticated and expanded into an appreciation of the ecological factors that determine fish and wildlife production, the Service is involved in water and energy related projects. This approach to managing fish and wildlife resources is an effective national program for fish and wildlife resource protection, enhancement, and conservation.

The Service is composed of a headquarters office in Washington, D.C., 8 regional offices, and a variety of other field units and installations. In FY 1991, the Service will be responsible for a National Wildlife Refuge System consisting of 472 refuges, waterfowl production areas located in 161 counties, and 55 coordination areas. The facilities managed by the Service for the benefit of fishery resources will include 77 fish hatcheries, 4 fish technology centers, 9 fish health centers and a national training school. In 1991, National Fish Hatcheries are expected to produce approximately 6.9 million pounds of fish for release into the Great Lakes, coastal rivers and streams, and inland reservoirs, lakes and streams. The Service also conducts fish and wildlife research at 13 research centers. In addition to these management and research responsibilities, the Service operates a nationwide network of wildlife law enforcement agents.

The following summary provides a comparison between the FY 1990 estimate and the FY 1991 Current Law and Proposed Law: America the Beautiful Requests:

CURRENT LAW:

(Dollars in Thousands)

Appropriation	FY 1990 Adjusted Appropriation	FY 1991 Estimate	Inc (+) or Dec (-) from FY 1990	Permanent Employment 9/23/89
Resource Management	$ 392,817	408,761	+15,944	6,246
FTE	(6,094)	(6,090)	(-4)	
Construction & Anadromous Fish	58,098	33,117	-24,981	75
FTE	(73)	(69)	(-4)	
Land Acquisition	67,990	67,990	0	
FTE	(58)	(58)	(0)	59
African Elephant	0	1,000	+ 1,000	
FTE	(0)	(1)	(+1)	
National Wildlife Refuge Fund	8,904	9,000	+ 96	
Subtotal, Appropriations	527,809	519,868	- 7,941	6,380
FTE	(6,225)	(6,218)	(-7)	
Permanents and Trusts	377,380	399,974 1/	+22,594	
FTE	(392)	(392)	(0)	402
Other FTE	(390)	(374)	(-16)	403
Total	905,189	919,842 2/	+14,653	7,185
	(7,007)	(6,984)	(-23)	

1/ Does not reflect the transfer of $800,000 from the Rewards and Operations Appropriation to the permanent account, African Elephant Conservation Fund.

2/ The 1991 Estimate ($919,842,000) under current law, when added to the increment/decrement under Proposed Law: America the Beautiful (+$15,793,000), yields a total 1991 request of $935,635,000 for the Service.

PROPOSED LAW:
America the Beautiful

(Dollars in Thousands)

Appropriation	FY 1991 Current Law	FY 1991 Estimate	Inc (+) Dec (-) FY 1991
Resource Protection/Recreation Oper.	54,522	81,449	+26,927
FTE	(629)	(645)	(+16)
Endangered Species/Wetlands	[54,522]	[66,449]	[+11,927]
FTE	[(629)]	[(628)]	[(-1)]
North American Wetlands Conservation Fund	0	[15,000]	[+15,000]
FTE	0	[(17)]	[(+17)]
Resource Protection/Recreation Const.	2,167	2,323	+ 156
FTE			
Land Acquisition	67,990	56,700	-11,290
FTE	(58)	(62)	(+4)
Subtotal, America the Beautiful	124,679	140,472	+15,793 2/
FTE	(687)	(707)	(+20)

2/ The 1991 Estimate ($919,842,000) under current law, when added to the increment/decrement under Proposed Law: America the Beautiful (+$15,793,000), yields a total 1991 request of $935,635,000 for the Service.

Highlights of the FY 1990 Request

The Service is requesting $518.9 in appropriations for FY 1991 under current law. This request includes $408.8 million for Resource Management, the Service's primary operating account, as well as $33.1 million for Construction, $9 million for the National Wildlife Refuge Fund, and $1 million for the African Elephant Account, Rewards and Operations.

To carry out President Bush's program for preservation of the nation's resources, the 1991 budget includes America the Beautiful. America the Beautiful supports the protection and restoration of natural resources under a program called "Legacy 99" -- reflecting the desire of the Administration to leave behind a legacy of natural resources for the benefit of future generations. This major initiative includes operational components of the Service's endangered species and wetlands programs as well as construction and land acquisition components and funding to implement the North American Wetlands Conservation Fund.

America the Beautiful

Exclusive of endangered species law enforcement, America the Beautiful includes $30.5 million for the 1991 endangered species program. Also included is $35.9 million in programs for wetland protection, restoration and management, as well as $15 million requested for the North American Wetlands Conservation Fund. America the Beautiful provides for $56.7 million in land acquisition for the Service and $2.3 million in construction projects on refuges.

Proposed Law - America the Beautiful
U.S. Fish and Wildlife Service
(Dollars in Thousands)

Legacy 99:	FY 1991 Current Law	FY 1991 Estimate	Inc (+)/Dec (-) from FY 1991
Resource Protection/ Recreation Operations	$ 54,522 (629)	81,449 (645)	+ 26,927 (+16)
Endangered Species	[30,388] [(336)]	[30,538] [(335)]	+ [150] [(-1)]
Wetlands	[24,134] [(293)]	[35,911] [(293)]	+ [11,777] [(0)]
North American Wetlands Conservation Fund	[0] [(0)]	[15,000] [(17)]	+ [15,000] [(+17)]
Resource Protection/ Recreation Construction	2,167	2,323	+ 156
Subtotal, America the Beautiful-Legacy 99	56,689 (629)	83,772 (645)	+ 27,083 (+16)
Land Acquisition	67,990 (58)	56,700 (62)	- 11,290 (+4)
Total	124,679 (687)	140,472 (707)	+ 15,793 (+20)

The FY 1991 request for Endangered Species included in America the Beautiful, $30.5 million, is $150,000 over the FY 1990 operating level. This excludes the endangered species component of the Law Enforcement Subactivity, but includes continued funding for Endangered Species Grants to States at the 1990 level of $5.7 million. Also included in this component are increases requested to accelerate listing of candidate species by 5 to 6 per year ($250,000) as well as resources needed to address the requirements of the Endangered Species Act Amendments ($500,000). A decrease of $540,000 can be accommodated as a result of completion of work on habitat conservation plans and a reduction in spotted owl consultation. Subsequent to completion of a number of conservation activities for candidate nongame species, the Service is proposing to reduce nongame endangered species activities by $250,000.

America the Beautiful proposes to enhance the Service's ongoing wetlands conservation programs to $35.9 million which includes an increase of $11.8 million over the 1990 operating level of $24.1 million and support the President's goal of no net loss of wetlands. The proposal draws on existing programs and provides for enhancement of programs with substantial opportunities for wetlands conservation.

The Service's funding initiative for wetlands can be considered in three components: 1) wetlands protection; 2) wetlands restoration; and 3) wetlands research/education and mapping. The first component focuses on reducing wetlands losses through continuation of the permitting program; and strengthening the bay/estuary program. The second component addresses programs for the restoration and enhancement of wetlands, including the Farm Bill program; undertaking partnerships with other Federal agencies and the private sector for protection and conservation of wetlands and by providing technical assistance for wetland protection and enhancement. The last component relates to the research and mapping support necessary for a cohesive wetlands program. The eleven components included in the wetlands initiative are summarized below:

America the Beautiful - Wetlands Component
(Dollars in Thousands)

	FY 1991 Current Law	FY 1991 Estimate	Inc (+)/Dec (-) from FY 1991
Wetlands Protection	$5,972	6,480	+ 508
- Permitting	4,551	4,556	+ 5
- Bay/Estuary Program	1,421	1,924	+ 503
Wetlands Restoration/ Enhancement	9,845	18,650	+ 8,805
- Agricultural Wetlands Restoration	5,995	8,002	+ 2,007
- Refuge Water Supplies	0	2,800	+ 2,800
- Federal/Private Partnerships	0	2,400	+ 2,400
- North American Waterfowl Management Plan	3,159	4,258	+ 1,099
- On/Off Service Lands Restoration	691	1,190	+ 499
Research/Education and Mapping	8,317	10,781	2,464
- National Wetlands Inventory	5,064	7,085	+ 2,021
- Wetland Contaminants Research	1,476	1,704	+ 228
- Coastal Wetland Loss	1,777	1,592	- 185
- Wetlands/Migratory Bird Database	0	400	+ 400
Total	24,134	35,911	+ 11,777

Agricultural Wetland Restoration - Included in America the Beautiful is a requested increase of $2 million over the 1990 funding level to accelerate the restoration of agricultural wetlands under authority of the 1985 Food Security Act. At this funding level, an additional 13,000 acres will be restored.

Permitting - The Service will continue to conduct field assessments, reviews of permit proposals and analyses of impacts related to Federal permits in order to provide for the protection of wetlands. This activity will be continued at the 1990 level of $4.6 million.

Bay/Estuary Program - The nation's bays and estuaries are under intense pressure for development and are subject to the effects of contaminants and habitat alteration. Coincidentally, these areas serve as vital habitat for not only waterfowl and other wildlife, but commercial and recreational fisheries as well. The Service is requesting $600,000 to enhance its ability to address site-specific identification and evaluation of contaminants and habitat assessment work in Albemarle Pamlico Sound and to contribute to activities focused on restoration of the Delaware Bay currently being conducted by the Environmental Protection Agency (EPA) and the National Oceanic and Atmospheric Administration (NOAA).

National Wetlands - The National Wetlands Inventory (NWI) provides detailed wetland maps and provides statistically derived data on the current status and trends of wetlands. This comprehensive database provides information on the characteristics and extent of the nation's wetlands, and to date has produced detailed wetland maps for 61 percent of the lower 48 states and 18 percent of Alaska. An increase of $2 million is requested to intensify the National grid so that accurate regional wetland acreage change information can be developed, and to enable the Service to provide for a continuous update of wetland trends information.

Refuge Water Supplies - The Service is requesting an increase of $2.8 million to ensure continuous water supplies for wetlands. The Stillwater Wildlife Management Area (WMA) is an historically significant migratory bird area in the Pacific Flyway whose wetlands are decreasing as a result of decreasing water supplies. The Service is requesting $2 million to continue water rights acquisition at Stillwater (a total of $2.7 million is currently available for acquisition). An increase of $480,000 is requested to offset increasing costs for water deliver to refuges located in the Central Valley of California, and an increase of $320,000 is needed for quantification of water rights in the southwest.

Wetlands/Migratory Bird Database - The Service is responsible for national leadership in implementing the North American Waterfowl Management Plan, evaluating progress, and making 5 year adjustments with Canadian officials. Analytical capabilities to track the amount and location of wetland protection, restoration, creation, and enhancement work on several million acres of private, State and Federal lands are required to monitor accomplishments at regional and national levels. The Service is requested $400,000 to integrate these data being collected in Canada, the United States and Mexico in concert with data on migratory birds as a tool to evaluate land management solutions and to allocate resources for priority work.

North American Waterfowl Management Plan - The North American Waterfowl Management Plan provides the focal point for restoration of North American waterfowl populations and establishes strategies, goals and objectives toward that end. It is not surprising that the majority of the habitats identified in the Plan as key to waterfowl are wetlands. This funding request of $1.1 million would provide funding to support projects at Lake Thompson, South Dakota and Chase Lake, North Dakota, as well as enhancement of waterfowl habitat in the Central Valley of California.

On/Off Service Lands Restoration - Activities in conjunction with the Farm Bill program have demonstrated the success that can be achieved by involving and educating the private sector in wetlands protection and restoration. An increase of $500,000 is requested for a restoration program that will access lands that are not addressed by the Agricultural Wetlands Protection and Restoration Activity, and will focus on new opportunities for wetland restoration and enhancement in the Upper Midwest and Lower Mississippi Valley.

Wetlands Contaminants Research - Research efforts are needed to focus on impacts to wetlands in the prairie pothole region. An increase of $225,000 is requested to expand current efforts to determine the extent of contamination in waterfowl from currently used agricultural chemicals, determine seasonal and cumulative effects on waterfowl production and nesting habitat, and determine the effectiveness of strategies for minimizing the migration and deposition of chemicals in wetlands.

Coastal Wetlands Loss - In 1989, the Service initiated research related to coastal wetland loss. In 1991, the Service will continue to investigate the causes and potential solutions to limit the loss of coastal wetlands. The development of a predictive landscape model of the Barataria Basin has been initiated, as well as another project to determine the effects of water produced as a side product from oil and gas development activities on coastal wetland plant communities.

The 1991 wetlands program is complemented by a request of $15 million for the North American Wetlands Conservation Fund, pursuant to enactment of the North American Wetlands Conservation Act (P.L. 101-233). This request combined with the anticipated revenues of $10 million available for the Fund will be used to implement the goals of the North American Waterfowl Management Plan and the Tripartite Agreement among the United States, Canada and Mexico through acquisition of real property including water rights, conservation easements, and the restoration, enhancement and management of habitat in the United States and Canada. Federal efforts will be matched through the participation of other public agencies, and non-Federal entities. Revenues available for the Fund will be generated from interest on the Pittman-Robertson Federal Aid-Wildlife Fund and fines, penalties and forfeitures collected under the authority of the Migratory Bird Treaty Act.

America the Beautiful encompasses proposals totaling $2,323,000 to fund three refuge construction projects that will serve to protect resource values and the environment. Included in this component of America the Beautiful is $2.1 million for the design and repair or replacement of bridges and roads at Okefenokee NWR; the study and design of alternatives

for repair or replacement of the sewage treatment facility at Crab Orchard NWR ($90,000); and $133,000 for the design and construction of a sewage system at Lacassine NWR.

The 1991 request for land acquisition is included in America the Beautiful. A funding level of $56.7 million is sought for 28 acquisition projects located in 19 states as well as inholdings and increased funding for acquisition management. These acquisitions are expected to provide for the protection of natural resources, and as a portion of these proposed acquisitions have wetland values, this request will also bolster the Service's ability to support the no net loss goal.

Legacy 99

As part of Secretary Lujan's STEWARDSHIP agenda, the 1991 budget request for the Service contains an initiative to maintain and improve its lands and facilities. Legacy 99 is a program that is intended to commemorate the 150th anniversary of the Department of Interior in 1999, by undertaking corrective actions at refuges, hatcheries and research facilities. Servicewide, an increase of $10.1 million is requested for maintenance, dam safety, hazardous material identification and cleanup, and construction.

LEGACY 99 - Infrastructure Initiative
U.S. FISH AND WILDLIFE SERVICE

	FY 1990 Adjusted	FY 1991 Estimate	Inc (+)/Dec (-) from FY 1990
Maintenance	42,709	45,886	+3,177
Refuge Maintenance	$ 32,135	35,435	+3,300
Hatchery Maintenance	6,589	6,471	-118
Research Center Maintenance	3,985	3,980	-5
Hazardous Materials	5,567	14,640	+9,073
Rehabilitation	18,384	9,393	-8,991
Dam Safety	6,597	13,515	+6,918
Total	73,257	83,434	10,176

The Legacy 99 goals for enhanced maintenance and restoration of facilities components are summarized as follows:

Maintenance - The Service requests an increase of $3.2 million over the 1990 operating level to provide for maintenance of lands and structures at wildlife refuges, fish hatcheries and research facilities. A total funding level of $45.9 million is proposed for cyclical maintenance, repair and rehabilitation, and equipment replacement needs. The Service maintains an

inventory of maintenance funding needs through its Maintenance Management System.

Construction - Rehabilitation - The 1991 request for construction includes $9.4 million for planning and rehabilitation projects at seven refuges, hatcheries and research facilities. To complete the removal and delamination of asbestos at Patuxent Wildlife Research Center, Maryland, $2.7 million is requested. The stabilization and resurfacing of a 14-mile entrance road to the Jones Hole NFH, Utah, will require $2.8 million. To ensure continued production of salmon at the Coleman National Fish Hatchery, California, $1.5 million is requested for a water intake and completion of the pollution abatement system. To ensure the protection of airplanes and facilitate their maintenance, the Service is requesting $1.6 million for construction of a hangar at Selawik NWR in Alaska. To provide for the inspection and repair of bridges on national wildlife refuges, $818 million is requested for the Great Lakes region, Alligator River NWR, North Carolina and Mattamuskeet NWR, North Carolina.

Dam Safety - The Service's request of $13.5 million in dam safety funding is to address dam safety reinspection activities and the repair/rehabilitation of two high hazard dams. In order to complete modifications necessary to bring the Little Grassy Dam, Crab Orchard NWR, Illinois, into compliance with Federal dam safety requirements, the Service is requesting $7.3 million. The balance of funding to complete the reconstruction of the Lake Elmer Thomas Dam, Wichita Mountains NWR, Oklahoma, is requested. At this funding level, $5.8 million, the Service is proposing to construct a replacement dam that would provide for 100-year flood protection for the City of Medicine Park, Oklahoma.

Hazardous Materials - To undertake the necessary remedial actions for hazardous materials on Service lands, an increase of $9 million over the 1990 operating level is requested. In the Construction Account, $8 million is requested for cleanup at Crab Orchard NWR, Illinois; Tinicum NEC, Pennsylvania; and Patuxent WRC, Maryland. In the Resource Management Account, $1 million is requested to undertake a program that will enable the Service to comply with Federal and state requirements for underground storage tanks. The Service will continue ongoing activities at the $5.6 million level for hazardous materials investigation, remediation as well as participation in the Department's irrigation drainage program.

Global Change Research

As part of the Administration's FY 1991 initiative to undertake research relating to the causes and effects of global change, the Service is requesting $3.6 million for global change studies. These studies will address the rate and effects of sea level rise on wetlands, and ground breaking research to identify indicator species for detection of global change and determination of the effects of global change on fish and wildlife.

RESOURCE MANAGEMENT

Refuges and Wildlife:

Refuge Operations - In order to detect and mitigate the effects of contamination on Service lands, the Service is requesting an increase of $200,000. In support of the Secretary's goal for increasing volunteerism in the Department, an increase of $400,000 is requested to fund the Service's volunteer program. In light of potential oil and gas development, and the need for more baseline data on the Arctic NWR the Service is requesting an increase of $250,000 for studies.

The reduction of $100,000 in operational funding for Alaskan refuges will be accommodated through a reduction in water quality monitoring, public information programs and scientific research. Funding is not requested to continue funding for subsistence grants to Alaska (-$750,000). The Service is requesting a decrease of $300,000 in funding for Hawaiian refuges, as one-time maintenance projects will be completed in 1990. The Service proposes to decrease funding for the operation of refuges by $532,000, while continuing essential resource management and protection. Adjudication and quantification of water rights will continue at reduced levels.

Displays for public education have been installed at the Oregon Coastal Aquarium and the Service is proposing a decrease of $1,000,000. Lake Ophelia NWR will be operated under caretaker status, pursuant to the reduction of $325,000. The Service is proposing a decrease of $500,000 for the challenge grant program in 1990. However, America the Beautiful includes $2.4 million for Federal/Private cost sharing projects, which are comparable to challenge grants, emphasizing wetlands.

Law Enforcement - In order to comply with requirements of the Federal Bureau of Investigation for incident reporting, the Service is requesting an increase of $750,000 to upgrade the Law Enforcement Management Information System. In order to better equip Service personnel to respond to drug control activities, an increase of $250,000 is requested for training and equipment.

The Service is proposing to provide an enhanced level of enforcement in order to reduce the illegal commercialization of Great Lakes lake trout ($300,000). In order to fully fund the National Forensics Laboratory, an increase of $450,000 is requested. The Service is requesting appropriations of $1 million for African elephant conservation, and will discontinue funding for elephant conservation in Resource Management (-150,000).

Migratory Bird Management - In support of the goals of the North American Waterfowl Management Plan, the Service is requesting increases totaling $1.3 million for improved surveys and banding and for pintail ecology work. These operational increases in concert with the funding requested for wetland restoration projects in America the Beautiful will provide a sound basis for the recovery of waterfowl populations. The Service will continue analysis of banding and management efforts related to nongame migratory birds (-$400,000).

Fisheries - To fund increased production of Pacific salmonids, striped bass and lake trout, the Service is requesting an increase of $975,000. An increase of $925,000 is also requested for enhanced assistance activities, and coordination of fisheries restoration, including striped bass and lake trout. Additional funds are required for full operation of fishery facilities producing salmonids which are needed to meet mitigation requirements in the Snake River basin ($1,800,000).

Funding to operate 4 tribal fish hatcheries, including Quilcene, and 3 fishery assistance offices is included in the Service's FY 1991 request. An increase of $200,000 over the 1990 funding level for these facilities is requested to provide for improved operation. Additionally, the Service is requesting $400,000 for start-up of the Nisqually Hatchery at Clear Creek. A decrease of $200,000 is proposed as fisheries training at the National Training Academy will be funded by the field stations receiving the training.

To implement the fish health policy and improve the application of new technologies in fish health diagnostics, the Service is requesting $900,000. An increase in hatchery operations funding is requested to offset increasing prices of fish food ($370,000). To provide essential biological information and help curtail the illegal take and trade of marine mammal parts an increase of $250,000 for Alaska assistance funding is requested.

Research and Development:

Contaminants Research - By the end of FY 1990, the Service will have completed cooperative studies investigating the acidification and neutralization of watersheds and the effect of acidic environments on the ability of organisms to survive and reproduce (-750,000). With the increase of $500,000 provided in 1990, the Service has been able to address a significant number of tissue samples awaiting chemical analysis.

Wildlife Research - The Service is proposing to discontinue compilation and publication of the Wildlife Review, as numerous information transfer services are available. As a biological control agent for purple loosestrife has been identified and tested, the Service is proposing to terminate further research and will decrease funding by $100,000. Funding for nongame research will be decreased by $650,000, although highest priority projects will be funded.

In order to undertake research needed to determine factors affecting pintail survival, productivity and predict population trends, an increase of $500,000 is requested. A reduction of $200,000 is proposed as the Service will have documented and disseminated a significant amount of information regarding sea bird mortality in 1990. The increase of $250,000 provided in 1990 for waterfowl survey techniques will enable the Service to complete duck breeding pair and brood production surveys. A reduction of $300,000 is proposed for Arctic goose education, as educational efforts will continue in 1991 at reduced levels. The quintennial joint U.S./U.S.S.R. walrus survey and the biennial sea otter survey has been completed and a reduction of $300,000 is proposed.

A decrease of $150,000 is proposed as the Service will have completed the final phase of research regarding the effects of native predators, including mountain lion, on ungulate populations will be completed in 1990.

Fisheries Research - Funding decreases totaling $2.4 million are proposed in fisheries research. This includes the termination of publication of Fisheries Review, and a reduction in the level of research conducted at Leetown NRC on striped bass immunization, spawning and stock identification. A decrease of $60,000 is proposed in the study of the fisheries stocks and habitat in the Connecticut River basin.

The Service is proposing to close the field station at Auburn, Alabama as efforts for development of instream flow methodology will be discontinued, and funding is proposed for reduction (-$300,000). The Service has completed an inventory of northeast coastal areas for identification of high priority habitats and $150,000 provided for this study in 1990 will be eliminated.

The Service has been able to complete the second year of a three year undertaking to determine the water rights requirements for Deer Flats NWR and the effects of the Swan Falls agreement on fish and wildlife resources, and a decrease of $525,000 is proposed for FY 1991. The North Carolina Striped bass study will continue in 1991. Funding provided in 1990 for the study ($350,000) accelerated the completion of the three year study. The Service will be completing efforts to determine the habitat suitability for anadromous fish in the middle Snake River above Brownlee Dam in 1990 and is proposing to decrease funding by $100,000 in 1991. The Service proposes to continue activities to determine the stock composition and enumeration of salmon runs in 1991 at reduced funding levels in support of the Yukon River Salmon Treaty (-$250,000).

Technical Development - Funding has been provided to the Service in the past two years for development of a prototype system and to map biodiversity. Funding will be decreased for biodiversity research in 1991 by $300,000.

Cooperative Fish and Wildlife Research Units - The Service is requesting an increase of $650,000 to fully fund the cooperative unit program. This funding will enable the Service to fully staff all existing units and provide sufficient operations funding to all units.

General Administration:

Central Office Administration - The Service initiated a survey of protection measures being used and needed for protection of the Lake Erie shoreline in 1990. As this study will be discontinued in 1990, a decrease of $200,000 is requested. An increase of $60,000 is requested to facilitate identification and correction of material weaknesses.

As the Service is requesting appropriations of $1 million for African elephant conservation, funding provided for elephant conservation activities in Resource Management is proposed for decrease (-$350,000).

Engineering Services - An increase of $400,000 is requested in order to provide an adequate level of engineering support for the conatruction and operations and maintenance programs of the Service.

NATIONAL WILDLIFE REFUGE FUND

The Service is requesting continuation of the funding level provided in 1990 for the National Wildlife Refuge Fund. At this funding level, $9 million, a total of $12.6 million will be available for payments to counties.

AFRICAN ELEPHANT CONSERVATION FUND

Appropriations of $1 million are requested for the African Elephant Rewards and Operations Account. Within this amount the Service proposes to fund the payment of rewards ($200,000) for information leading to a civil penalty or criminal conviction under authority of the African Elephant Conservation Act (P.L. 100-478); the administration of the account ($30,000) and grants to support protection, management and conservation of the elephant (770,000). An additional $500,000 is anticipated to be collected in donations, which will be used to fund elephant conservation grants.

PERMANENT AND TRUST ACCOUNTS

The Service anticipates that revenues of approximately $30.6 million will be available for the purchase of wetlands under the Migratory Bird Conservation Account. Receipts collected from taxes on fishing equipment, motorboat fuel and import duties are deposited into the Sport Fish Restoration Account and are estimated at $212.4 million for 1991. The 1991 estimate of $134.3 million available for the Federal Aid - Wildlife reflects increased receipts from taxes on firearms, ammunition and archery equipment.

Appropriation Summary Statement

Appropriation: Resource Management

This is the basic operating appropriation that enables the Service to administer a national program to provide opportunities to the American public to appreciate, conserve, and widely use fish and wildlife resources. The Service will operate 472 national wildlife refuges, 77 fish hatcheries and related production and training facilities, and 13 research centers in FY 1991.

The budget activities financed by this appropriation are:

1. Fish and Wildlife Enhancement: This activity provides for development of analytical techniques and methodologies to prevent or minimize adverse effects of environmental contaminants. To prevent species from becoming extinct and to return them to the point where they are no longer threatened, the Service: identifies and lists species that are endangered or threatened; provides protection from taking, trade, importation and exportation, and adverse alteration of their critical habitat; and implements recovery programs for individual species.

2. Refuges and Wildlife. The Service administers an extensive wildlife refuge system, directs and coordinates national migratory bird programs and certain aspects of the Marine Mammal Protection Act and enforces Federal game laws. The Service also administers an interpretation and recreation program to expand public understanding of fish and wildlife resources.

3. Fisheries. The Service assists in the development and management of interstate and international fisheries through the operation of a national fish hatchery system, and implementation of cooperative efforts with Indian tribes and Federal and State agencies in the management of fisheries and certain marine mammals.

4. Research and Development. The Service conducts research and training to improve wildlife management capabilities, improve sport fish productivity, protect species that are endangered or threatened, assist in the implementation of recovery programs, and prevent or minimize adverse environmental effects on fish and wildlife resources.

5. General Administration. This activity provides overall policy formulation, direction, and administration for all matters related to the effective execution of fish and wildlife programs and operations.

The total appropriation request for FY 1991 is $420,688,000 which includes a $66,452,000 proposed law request under the Department's America the Beautiful account, and $354,236,000 directly in this appropriation for Resource Management. To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called **America the Beautiful**. The purposes of this initiative are to benefit the environment and to enhance recreation opportunities. The appropriation also includes net base adjustments of $9,209,000. The base

adjustments include increases for GSA space, postage, the Federal Financial System, commercial telephone costs, the PAY/PERS-payroll system, the Finance Center, regional office fixed costs, drug free workplace, employees compensation, working capital fund, CSRS/FERS, P.L. 99-177, and an increase of $834,000 for an additional workday in 1991.

Program changes resulting in a net increase of $18,662,000 are distributed as follows:

Fish and Wildlife Enhancement (+$4,538,000/-9 FTE):

Endangered Species:

Listing: Additional funds (+$500,000) are requested for implementation of the endangered species amendments and to accommodate costs associated with increased public participation in the listing process. An increase (+$250,000) is requested to support an additional listing workload and to allow accelerated prelisting and listing capabilities. Activities associated with nongame endangered species will continue through coordination with Federal, State, and private conservation agencies or conducted at reduced levels (-$250,000). Funding for listing activities is proposed under the new America the Beautiful initiative.

Consultation: The Service is requesting a decrease in consultation funding. Funding provided in FY 1990 allows the Service to address a number of complex consultations of which a bulk will be underway by 1991 (-$540,000). The decrease is requested under the America the Beautiful initiative.

Ecological Services:

Monitoring and evaluation of contaminants and mitigation activities at Elkins, West Virginia will be conducted at reduced levels (-$141,000). Consultation on protection, mitigation and enhancement of fish and wildlife resources for FERC relicensing will be continued at reduced levels (-$250,000). Highest priority redevelopment activities and technical assistance related to hydropower wetland restoration, and fishery mitigation will be continued in Maine (-$306,000). Ground and aerial surveys of canvasback duck use and habitat value in the Chesapeake Bay will be completed in 1990 (-$50,000). The field portion of advanced wetlands planning in a subwatershed of the Chesapeake Bay will be completed in 1990 (-$75,000). Funding is requested to accelerate restoration of wetlands as authorized by the Food Security Act (Farm Bill) (+$2,000,000) and is proposed under America the Beautiful.

Environmental Contaminants:

The Service will initiate a program to ensure underground storage tanks comply with the Environmental Protection Agency and State regulations (+$1,000,000). Highest priority contaminant field staffing operations will be continued including documentation of toxic substances at Superfund sites (-$100,000). Information collected in 1990 from monitoring contaminants in the Chesapeake Bay will be used to develop a toxins of concern list and in conducting watershed risk assessments (-$100,000). This reduction is requested under the America the Beautiful proposal. In support of the 1991 wetlands initiative, the Service is requesting an increase to expand and enhance the Bay/Estuary Program (+$600,000) and is included under America the Beautiful.

National Wetlands Inventory:

The Service is requesting an increase to enhance and expand its capability to update the "Status of Trends of Wetlands in the United States" survey (+$2,000,000). This increase will support the Service's 1991 wetlands initiative and will enable the Service to intensify efforts associated with the wetlands survey. Funding for National Wetlands Inventory is included under the America the Beautiful proposal.

Refuges and Wildlife (+$9,989,000/-3 FTE):

Refuge Operations and Maintenance:

Operations: The reduced funding level for Alaska refuge operations is sufficient to support an operational program meeting the basic requirements and objectives of refuges in Alaska (-$100,000). An increase (+$250,000) is requested for Alaska 1002 studies to provide data essential for making decisions related to potential oil and gas activities in the Arctic NWR. Adequate base funding is available to continue support to the State of Alaska for a subsistence program (-$750,000). A decrease (-$300,000) is proposed for Hawaiian refuge operations as sufficient funds are available to maintain effective management of the refuges. Additional funds appropriated in FY 1990 for Refuge Operations were used to address a continued erosion of base operational funds. The proposed decrease (-$532,000) will allow the Service to continue essential operational activities on refuges. A reduction is requested (-$150,000) for the Service's water rights program as sufficient base funding is available to continue adjudication and limited quantification activities. An increase (+$200,000) is requested to enhance the Service's ability to detect, evaluate, and mitigate the sources and effects of non-point pollutants on Service lands. Additional funds are requested to enhance the Service's volunteer program, thereby increasing the benefits to Service facilities and programs (+$400,000). Additional funds are not requested for projects completed in 1990 associated with the Oregon Coast Aquarium; however, the Service will continue to work with the Aquarium (-$1,000,000). A decrease is proposed for operations at Lake Ophelia as sufficient funds are available within base operational funding to allow the Service to operate and maintain this station under a caretaker status (-$325,000). Although the Service is not requesting funds for the challenge grant program in 1991 (-$500,000), funding is requested (+$2,400,000) for a similar Federal/Private Cost Sharing program to cost share for wetlands conservation with the private sector and is included under the proposed America the Beautiful initiative. In addition, funding is requested for water rights acquisition at Stillwater WMA to offset increasing delivery costs at the Central Valley, California refuges and for quantification and adjudication of water rights in the Southwest (+$2,800,000) as part of the America the Beautiful initiative.

Maintenance: An increase in maintenance is requested that will allow the Service to address the backlog of maintenance items on National Wildlife Refuges (+$3,052,000).

Law Enforcement Operations:

Wildlife Law Enforcement: An increase is requested to modify and upgrade the

computerized Law Enforcement Management Information System (LEMIS) (+$750,000). Funding is requested to equip and train Service personnel to conduct drug control activities (+$250,000).

Fishery Law Enforcement: Increased Great Lakes law enforcement efforts are needed to reduce the illegal commercialization of Great Lakes lake trout (+$300,000).

Endangered Species Law Enforcement: Increased funding is requested for operations at the Forensics Lab to allow for a fully operational laboratory consistent with the purpose for which it was designed and constructed (+$450,000). The Service has requested funds for continuation of African elephant conservation activities under the African Elephant Conservation Fund (-$150,000).

Migratory Bird Management:

Nongame: Sufficient base funds are available to continue monitoring, management and assessment of nongame species (-$400,000).

Pintail Ecology: In order to achieve the goals of the North American Waterfowl Management Plan (NAWMP), an increase is requested to improve pintail surveys, and evaluate pintail ecology and production estimates (+$594,000).

Migratory Bird Surveys/Management: Additional funding is requested to improve migratory bird survey and banding efforts associated with North American goose management, waterfowl harvest surveys, and mid-winter waterfowl surveys (+$750,000).

Wetlands Initiative: As part of the Service's 1991 wetlands initiative, funding is requested to develop a wetlands database to identify areas important for wetlands restoration and waterfowl use and to track and report accomplishments in wetland restoration (+$400,000). In order to enhance the Service's ability to meet the goals and objectives of the NAWMP, funding is requested to conduct habitat improvement work in the Prairie Pothole Joint Venture and the Central Valley Joint Venture (+$620,000) and for administration of the NAWMP through Joint Venture Coordinators located in 6 regions (+$480,000). The Service proposes to conduct activities for the improvement of waterfowl habitat and wetlands protection on and off Service lands through outreach activities and technical assistance with the private sector (+$500,000). Funding requested as described in this category is proposed under the America the Beautiful initiative.

Fisheries (+$5,620,000/+12 FTE):

Hatchery Operations and Maintenance:

Anadromous Fish Hatchery Operations: An increase is requested to offset increased hatchery operation costs as a result of higher fish food costs (+$170,000). A proposed increase will enable the Service to efficiently operate the Quinault National Fish Hatchery (NFH) (+$65,000). Funds are requested to initiate fish cultural operations at the Nisqually NFH

(+$400,000). Additional support is requested to maximize production of depleted, nationally significant fishery resources (+$875,000). A proposed increase will be used to fully implement all methods and procedures as described in the Service's Fish Health Policy (+$195,000).

Inland/Great Lakes Hatchery Operations: Additional funding is requested to offset higher costs of fish food (+$200,000). The proposed increase will allow the Service to increase fish production in the Great Lakes region (+$100,000). The proposed increase will be used to fully implement all methods and procedures as described in the Service's Fish Health Policy (+$705,000). Additional funds are requested to provide an adequate level of operations at the Alchesay, Williams Creek, and Mescalero NFHs (+$135,000). Fisheries training is proposed to be funded by field stations receiving the training (-$200,000).

Lower Snake River Compensation Plan:

Additional funds are required for full operation of fishery facilities producing salmonids to meet mitigation requirements in the Snake River basin pursuant to the Water Resources Development Act of 1976 (+$1,800,000).

Fish and Wildlife Management:

Anadromous Fish Management: The proposed increase represents funds needed to enhance the Service's fishery assistance capability in major interjurisdictional fisheries restoration efforts (+$270,000).

Fish and Wildlife Assistance: Additional funding is required to enhance the Service's fishery assistance capabilities in interjurisdictional fish restoration efforts including coordination, development and implementation of the multi-jurisdictional plan (+$655,000). An increase is requested to provide essential biological information and help curtail illegal take and trade of marine mammal parts (+$250,000).

Research and Development (-$1,395,000/-12 FTE):

Research Center Operations and Maintenance:

Contaminants Research: In 1990 the Service will complete cooperative studies investigating the acidification and neutralization of watersheds and the effect of acidic environments on the ability of organisms to survive and reproduce (-$750,000). A decrease is requested for chemical analysis as the Service has addressed a significant portion of the samples awaiting analysis (-$500,000). Funding is requested to increase research on the effects of agricultural contaminants in the Prairie Pothole areas (+$225,000) and is included under America the Beautiful.

Wildlife Research: Compilation and publication of the Wildlife Review will be not be continued in 1991 (-$315,000). A decrease is requested for purple loosestrife research as the Service has identified and tested a biological control agent (-$100,000). Highest priority nongame research projects will be funded (-$650,000). Funding is required for research to determine factors affecting pintail survival, productivity, and predict population trends

(+$500,000). A significant amount of information regarding sea bird mortality has been documented, disseminated and computerized (-$200,000). Evaluation of the Alaskan duck breeding pair and brood production surveys will be completed in 1990 (-$250,000). A reduction is proposed for the Arctic Goose Education Program and should not adversely impact Arctic nesting geese as a result (-$300,000). The final phase of research regarding the effects of native predators, the mountain lion, on ungulate populations will be completed in 1990 (-$150,000). Funding for the quintennial joint U.S./U.S.S.R. walrus survey is proposed for reduction (-$300,000).

Fishery Research: Compilation and publication of the Fisheries Review will be discontinued in 1991 (-$250,000). The funding requested for the Northeast Anadromous Fish Lab will allow for complete staffing and operation at the facility (+$100,000). Research on striped bass immunization, spawning, and stock identification will be continued at a reduced level in 1991 (-$500,000). Surveys and monitoring of Atlantic salmon and American shad in the Connecticut River basin will be reduced (-$60,000). Work initiated in 1989 to determine methodologies to be used in determining appropriate water regulation schedules in reservoirs and below dams will be reduced (-$300,000). Habitats in need of protection will be identified as a result of the natural resource inventory of Northeast Coastal areas conducted in 1990 (-$150,000). Completion of a three year study on North Carolina Striped Bass in the Albemarle Sound and the Roanoke River will be delayed as a result of a proposed decrease (-$350,000). Studies on habitat suitability potential for anadromous fish in the Middle Snake River above Brownlee Dam will be discontinued in 1991 (-$100,000). Service activities to determine stock composition and enumerate salmon runs in the Yukon River will be reduced (-$250,000). The second year of a three year effort to address the effects of the Swan Falls Agreement on fish and wildlife will be completed in 1990 (-$525,000).

Technical Development:

The Service will discontinue work on biological diversity inventory and assessment. Funding in past years has allowed the Service to develop a prototype system to assess and map biological diversity. The results will be documented and protocols for the methodology published assuring consistent application nationwide (-$300,000). Funding is requested to conduct studies of coastal estuarine communities and the changes to their habitats resulting from Global Climate Change (+$3,630,000). The Service will continue highest priority research related to coastal wetlands loss at a reduced level (-$200,000). This proposed reduction is requested under America the Beautiful.

Cooperative Research Units:

This increase will allow the Service to fill nine vacant positions and provide operational funding for existing cooperative research units (+$650,000).

General Administration (-$90,000/+7 FTE):

Central Office Administration:

The proposed increase will allow the Service to take corrective actions on

material weaknesses (+$60,000). The reconnaissance study of the Lake Erie shoreline will be completed in 1990 (-$200,000). The Service is requesting $1 million for African elephant conservation under the African Elephant Conservation Fund (-$350,000).

Engineering Services:

An increase is requested to enable engineering staff to address additional responsibilities related to maintenance, dam safety, contaminant cleanup and others (+$400,000).

U. S. FISH AND WILDLIFE SERVICE

Resource Management

For expenses necessary for scientific and economic studies, conservation, management, investigations, protection, and utilization of sport fishery and wildlife resources, except whales, seals, and sea lions, and for the performance of other authorized functions related to such resources; for the general administration of the United States Fish and Wildlife Service; and for maintenance of the herd of long-horned cattle on the Wichita Mountains Wildlife Refuge; [and not less than $1,000,000 for high priority projects within the scope of the approved budget which shall be carried out by Youth Conservation Corps as if authorized by the Act of August 13, 1970, as amended by Public Law 93-408, [$397,956,000] $408,761,000 of which [$5,750,000] $5,676,000 to carry out the purposes of 16 U.S.C. 1535, shall remain available until expended; and of which [$8,001,000] $9,713,000 shall be for operation and maintenance of fishery mitigation facilities constructed by the Corps of Engineers under the Lower Snake River Compensation Plan, authorized by the Water Resources Development Act of 1976 (90 Stat. 2921), to compensate for loss of fishery resources from water development projects on the Lower Snake River, and which shall remain available until expended; and of which $1,000,000 shall be for contaminant sample analysis, and shall remain available until expended [: Provided. That notwithstanding any other provision of law, a procurement for the National Wetlands Research Center shall be issued which includes the full scope of the previously issued procurement for the facility: Provided further, That the solicitation and contract shall contain the clause "availability of funds" found at 48 CFR 52.232-18.] (Department of the Interior and Related Agencies Appropriations Act. 1990.)

Justification of Proposed Language Change

1. "and not less than $1,000,000 for high priority projects within the scope of the approved budget which shall be carried out by Youth Conservation Corps as if authorized by the Act of August 13, 1970, as amended by Public Law 93-408,..."

   The Service proposes to delete this language consistent with the Administration's position to terminate the Youth Conservation Corps. Youth Conservation employees cannot substitute for maintenance professionals on Service facilities; they are only qualified to complete unskilled construction work which is often not a high priority of the Service.

2. ":Provided. That notwithstanding any other provision of law, a procurement for the National Wetlands Research Center shall be issued which includes the full scope of the previousl, issued procurement for the facility: Provided further, That the solicitation and contract shall contain the clause "availability of funds" found at 48 CFR 52.232-18."

   The Service proposes to delete this language, as the FY 1990 appropriation provided for initial issuance of a procurement for the National Wetlands Research Center.

Appropriations Language Citation

Fish and Wildlife Service

Appropriation: Resource Management

1. For expenses necessary for scientific and economic studies.

7 U.S.C. 426-426b provides for the conduct of investigations and tests necessary to determine and promulgate the best methods of eradicating injurious or dangerously diseased animals.

16 U.S.C. 744-757 provides for investigations and research into the factors that affect propagation, diminution of food fishes, and damages by predacious fishes, and establishment of fish and wildlife training programs at universities and colleges.

16 U.S.C. 760a-760c provides for the study for development and protection of Atlantic Coast fish.

16 U.S.C. 777-778c provides for cooperation between Federal government and State fish and game departments in fish restoration and management projects, and establishment of a fish research and experimental program.

16 U.S.C. 931-939c The Great Lakes Fisheries Act of 1956 which includes establishment of United States representation on the Commission provided for by Article II of the Convention of Great Lakes Fisheries between the United States of America and Canada, and other provisions such as appointment of an advisory committee, acquisition of real property, rules governing construction and operation of lamprey works, and authority to transfer lamprey control projects and cooperation in the conduct of research and related activities.

16 U.S.C. 1051-1058 provides for an authorization to plan, construct, maintain and operate the National Fisheries Center and Aquarium for education, recreational, cultural, and scientific purposes.

16 U.S.C. 1380 authorizes the Secretary of the Interior to make grants or undertake research in subjects which are relevant to the protection and conservation of marine mammals.

16 U.S.C. 1531-1543 the Endangered Species Act of 1973, as amended, provides for the conservation, including research protection, restoration and propagation of threatened and endangered species of fish, wildlife and plants.

P.L. 100-478 reauthorizes the Endangered Species Act. It includes the African Elephant Conservation Act which establishes a fund to assist with approved projects for African Elephant research, conservation, management or protection.

16 U.S.C. 757g, 1851 Note the Atlantic Striped Bass Conservation Act authorizes the conduct of studies, in cooperation with States and other non-Federal entities, of the population of striped bass and the factors responsible for the decline in population available. P.L. 100-589 extends the Act through September 30, 1991 and extends authorization of the Striped Bass Study. Requires a study in consultation with the National Oceanic and Atmospheric Administration of striped bass fishery resources and habitats of the Albemarle Sound - Roanoke River Basin.

16 U.S.C. 1361 et seq. the Marine Mammal Protection Act of 1972 provides for conservation and management for purposes of increasing and maintaining the number of animals within species and populations, moratorium on taking and importing marine mammals and marine mammal products, prohibitions on taking, and issuing regulations.

33 U.S.C. 610 provides for (1) a program including research to control obnoxious aquatic plant growth in the combined interest of navigation, fish and wildlife conservation, and other purposes; and (2) assisting the Administrator of the Enviromental Protection Agency and the President in studying, developing and issuing the latest scientific knowledge available of effects of pesticides in water, including investigation of methods to control the release of pesticides in to the environment.

42 U.S.C. 1900 authorized the Secretary of the Interior to enter into research contracts related to the programs of the Department including those concerning fish and wildlife resources.

P.L. 100-653 requires a study of the fishery resources and habitats of the Russian River basin in conjunction with the Army. Reauthorizes and amends the Nongame Act to require studies on nongame migratory birds.

2. Conservation management, investigations

7 U.S.C. 442-5,447-9 provides for the acquisition of grain for use in deterring damage by migratory waterfowl and preventing their starvation.

16 U.S.C. 4601-12,117-18 provides for (1) enhancement of migratory waterfowl refuges, and (2) in conjunction with certain water resources projects, construction, and operation of fish and wildlife recreation and enhancement facilities.

16 U.S.C. 590a-590f,590p-1 provides for authorization of soil and moisture conservation measures, and prohibiting certain drainage important to wildlife conservation.

16 U.S.C. 661-667e provides that fish and wildlife conservation shall receive equal consideration and be coordinated with other features of water resource development programs through effectual and harmonious planning, development, maintenance and coordination of wildlife conservation and rehabilitation (the Fish and Wildlife Coordination Act).

26-624 O—90——18

16 U.S.C. 668dd-ee provides for the administration of the National Wildlife Refuge System.

86 Stat. 399 established and designated the San Francisco Bay National Wildlife Refuge. (No longer in U.S. Code) P.L. 100-556 authorizes expansion of the refuge.

16 U.S.C. 669-6691 authorizes the Secretary of the Interior to cooperate with the State through their respective fish and game departments in wildlife restoration projects.

16 U.S.C. 670a-o provides for fish and wildlife conservation on military reservations (Sikes Act).

16 U.S.C. 671-697a provides for game and wildlife preserves such as the National Bison Range and others.

16 U.S.C. 715-715s the Migratory Bird Conservation Act which established the Migratory Bird Conservation Commission and includes provisions for construction, land acquisition, and participation of States in revenues from the National Wildlife Refuge System such as from sale of timber, hay and other products.

16 U.S.C. 718-718h provides for hunting stamps tax under provisions of the Migratory Bird Hunting Stamp Act and includes the printing, sale and accounting for the stamps by the U.S. Postal Service.

16 U.S.C. 721-731 the Upper Mississippi River Wildlife and Fish Refuge Act.

16 U.S.C. 742a-754a provides for the establishment of the Fish and Wildlife Service, authorizes functions.

16 U.S.C. 760-760-12 provides for the establishment of fish hatcheries in several states.

16 U.S.C. 777-778c provides for cooperation between Federal government and State fish and game departments in fish restoration and management projects, and establishment of a fish research and experimentation program.

16 U.S.C. 2801-2810 directs the Secretary of the Interior to participate in the development of a National Aquaculture Development Plan and authorizes research, development and other activities to encourage the development of aquaculture in the United States.

16 U.S.C. 3301-1, 11-15, 21-25, 31-36, 41-45 The Salmon Steelhead Conservation and Enhancement Act allows for improved management and enhancement planning to help prevent a further decline of salmon and steelhead stocks, and to assist in increasing the supply of these stocks withing the Columbia River conservation area and the Washington conservation area.

16 U.S.C. 811 provides for a requirement by the Federal Energy Regulatory Commission construction, maintenance, and operation, of fishways by a licensee at its own expense.

16 U.S.C. 931-939c the Great Lakes Fisheries Act of 1956 which includes establishment of United States representation on the Commission provided for by Article II of the Convention on Great Lakes Fisheries between the United States of America and Canada, and other provisions such as appointment of an advisory committee, acquisition of real property, rules governing construction and operation of lamprey works, and authority to transfer lamprey control projects.

16 U.S.C. 1008 provides for notification of the Secretary of the Interior by the Secretary of Agriculture concerning the furnishing of assistance to local organizations under provisions of the Watershed Protection and Flood Prevention Act.

16 U.S.C. 1131-1136 provides for preservation of wilderness areas under provisions of the Wilderness Act.

16 U.S.C. 1223-1226 allows the Secretary of the Interior, with the approval of the President, to enter into an agreement with any State or political subdivision or agency for the permanent management, development and administration of any area within an estuary and adjacent lands which are owned or acquired by a State or any political subdivision.

Public Law 97-137 established Bandon Marsh National Wildlife Refuges.

Public Law 97-333 established Protection Island National Wildlife Refuge in the State of Washington.

Public Law 97-347 (Section 2) reauthorized appropriations for expenses for FWS (Volunteer Services) at current levels for one year.

43 U.S.C. 422h provides that planning and construction of small reclamation projects to the provisions of the Fish and Wildlife Coordination Act, as awarded.

43 U.S.C. 620g provides that wildlife will be conserved, and facilities will be built and operated to mitigate losses of, and improve conditions for fish and wildlife in connection with the Colorado River Storage.

43 U.S.C. 1601-1627e the Alaska Native Claims Settlement Act requires the Secretary of the Interior to withdraw up to 80 million acres of existing public land for considerations as new national wildlife refuges.

Public Law 99-5 Appropriation of such sums as may be necessary to carry out the purposes of the bill and provisions of the Pacific Salmon Treaty Act of 1985, as authorized.

P.L. 100-233 Agricultural Credit Act of 1987. Section 616 authorizes the Secretary of Agriculture to transfer lands, or interest therein, to Federal or State agencies for conservation purposes. The Service anticipated that a number of such transfers will be granted by Farmers Home Administration in the process of disposal of inventory property.

P.L. 100-653 authorizes expansion of and construction at Kilauea Point National Wildlife Refuge.

3. protection,

7 U.S.C. 135k provides for cooperation between departments and agencies under the provisions of the Federal Insecticide, Fungicide, and Rodenticide Act, as amended, which prohibits trafficking in certain unregistered poisons (economic poisons).

16 U.S.C. 668-668d provides for protection of the bald eagle and the golden eagle.

16 U.S.C. 703-712 prescribes penalties and regulations for the administration and enforcement of the Migratory Bird Treaties with Great Britain, Canada, Japan, the Soviet Union and Mexico and prescribes penalties and regulations.

16 U.S.C. 1171-2 provides for protection of sea otters on the high seas pursuant to the Subchapter III of the Fur Seal Act of 1966. Administered jointly by the Secretary of the Interior and Secretary of Commerce.

16 U.S.C. 1182 provides for joint responsibility in law enforcement among State and Federal officials and employees, and authority of the Secretary of the Interior to designate officers and employees of the states to enforce provisions of the Fur Seal Act of 1966 in which case they function as Federal law enforcement agents.

16 U.S.C. 1361, et seq. The Marine Mammal Protection Act of 1972 provides for a Federal research and management responsibility over all marine mammals.

16 U.S.C. 1531-1543 provides for the conservation, protection, restoration, and propagation of threatened and endangered species of fish, and wildlife, and plants.

16 U.S.C. 3375 provides Federal enforcement authority under the Lacey Act. It provides authority for arrests, searches, seizures in accordance with the fourth Amendment to the Constitution and for the execution and service of warrants, subpoenas, and other documents. It also provides that the Federal District Court shall have jurisdiction over all action arising under the Act, including judical forfeiture proceeding under Section 5.

18 U.S.C. 41-42, 3054 provides (1) except as prescribed by the Secretary of the Interior, for prohibition of hunting, fishing, trapping, disturbance or injury to wildlife on refuges, importation of injurious animals, transport of illegally taken wildlife, and provides for labeling and for identifying packages containing wildlife transported in interstate or foreign commerce; and (2) provides for law enforcement powers for Section 42 of Title 18.

16 U.S.C. 3371 et seq., Lacey Act amendments of 1981, covering interstate shipment and import and export of all fish and wildlife and their parts or products and plants protected by the Convention on International Trade in Endangered Species and those protected by state laws designed to conserve species threatened with extinction. Repealed the Black Bass Act and section 43 and 44 of Lacey Act of 1900 (18 U.S.C. 43 and 44). Makes it unlawful to import, export, etc. in interstate or foreign commerce, any fish, wildlife, or plants taken, possessed or sold in violation of State or foreign law.

P.L. 100-653 amends the Lacey Act to include illegal guiding as a violation and to expand false labelling provisions to include articles intended for import.

P.L. 99-552 An act to provide for the restoration of the fishery resources in the Klamath River Basin - Requires the Secretary of the Interior to develop and implement a restoration plan for the Klamath River Basin. Funding to implement this plan is authorized on a matching basis with local jurisdictions. It establishes two advisory bodies, one to advise the Secretary on the restoration plan to and one to advise fisheries managers on harvest management.

P.L. 100-653 amends the Klamath River Act.

4. and utilization of sport fishery and wildlife resources

16 U.S.C. 460k-460k-4 provides for authorization of recreational use of refuges and hatcheries.

16 U.S.C. 4601-4-12 provides for use of Land and Water Conservation Fund for land acquisition and for outdoor recreation.

16 U.S.C. 4601-17-18 provides for enhancement of migratory waterfowl refuges, and in conjunction with certain water resources projects, construction and operation of fish and wildlife recreation and enhancement facilities.

16 U.S.C. 1051-1058 authorizes the National Fisheries Center Aquarium

43 U.S.C. 620g provides that in connection with the Colorado River Storage Project that wildlife will be conserved, and facilities will be built and operated for public enjoyment and to mitigate losses of, and improve conditions for, fish and wildlife.

P.L. 100-653 transfers Cohutta Hatchery to the University of Georgia and Frankfort Hatchery to the State of Kentucky.

5. except whales, seals, sea lions

16 U.S.C. 1362 defines authority for marine mammals between the Secretary of Commerce and the Secretary of the Interior. The Secretary of Commerce has jurisdiction over all whales and porpoises and all pinipeds except the walrus. The Secretary of the Interior has jurisdiction over all other marine mammals, which include polar bears, sea and marine otters, manatees and dugongs, as well as walruses.

6. and for the performance of other authorized functions related to such resources.

16 U.S.C. 661-667e provides that fish and wildlife conservation shall receive equal consideration and be coordinated with other features of water resource development programs through effectual and harmonious planning, development, maintenance, and coordination of wildlife conservation and rehabilitation (the Fish and Wildlife Conservation Act)

P.L. 100-240 Amendment of the National Fish and Wildlife Foundation Act of 1983 - authorizes appropriations of up to $5 million annually through 1993 for matching non-Federal contributions and for administration.

P.L. 100-653 authorizes the Department of the Interior to be reimbursed for space and related support services by the National Fish and Wildife Foundation.

7. for the general administration of the Fish and Wildlife Service

16 U.S.C. 742a-7421 provides for the establishment of the United States Fish and Wildlife Service (742b(b)).

8. and maintenance of the herd of long-horned cattle of the Wichita Mountain Wildlife Refuge.

No specific authority

As a provision of the Agriculture Appropriation Act (49 Stat. 1446) June 1936, jurisdiction over the Wichita was transferred to the Bureau of Biological Survey (the forerunner bureau to the Fish and Wildlife Service) and renamed "Wichita Mountain Wildlife Refuge." The appropriation act further provided that "1,000 may be used for the maintenance of the long horned cattle. . ." Since the original herd was established by appropriation act, it was assumed that the long horns would continue to be part of the Wichita and lacking legislative authorization other than by appropriation act this clause has been retained in the Service's appropriation language.

Need for Unauthorized Language

Without authorization, the long-horned cattle at Wichita Mountain Wildlife Refuge will have to be removed from the refuge. At present, this herd represents a gradual development over many years of an unadulterated gene pool necessary to insure perpetuation of this symbol of our national heritage. Its importance is further increased by its being essentially free of brucelosis or other bovine diseases.

The public has access to viewing the animals in their natural state on the refuge, giving pleasure and a sense of historical meaning to each visitor. Without authorization, the public will be denied this opportunity.

APPROPRIATION: RESOURCE MANAGEMENT

Summary of Requirements

(Dollar amounts in thousands)

	FTE/	Amount	FTE/T	Amount
Appropriation currently available, 1990			6,094	397,956
P.L. 99-177 B.A. Cancellation				(5,139)
Adjusted FY 1990 Appropriation			6,094	392,817
ADJUSTMENTS TO BASE:				
Adjustment for 1990 Impact of P.L. 99-177		5,139		
Adjustment for Improved Administrative Efficiency		(3,354)		
Adjustment for Staffing Efficiency		(1,506)		
Additional Cost in 1991 for the 1991 Pay Raise		2,764		
Adjustment for Workers Compensation Payments		346		
Adjustment for Unemployment Compensation Payments		(267)		
Adjustment for Rental Payments to GSA		773		
Adjustment for CSRS/FERS Retirement Cost		1,135		
Adjustment for Departmental Working Capital Fund		27		
Adjustment for Federal Financial System (FFS)		554		
Adjustment for Federal Telephone System (FTS)		0		
Adjustment for Postage		260		
Adjustment for Commercial Phone		100		
Adjustment for Finance Center		100		
Adjustment for Pay/Pers		103		
Adjustment for Regional Office Fixed Costs		2,200		
Adjustment for Drug Free Workplace		28		
Adjustment for Take Pride in America Campaign		(27)		
Adjustment for One Additional Paid Day in FY 1991		834		
Total, Adjustments to Base			0	9,209
1991 Base Budget			6,094	402,026
Program Changes (Changes to base budget, detailed below)			(5)	6,977
Subtotal, Current Law			1	11,685
Program Changes, Proposed Law America the Beautiful			(4)	18,662
Total, Program Changes			6,090	420,688
Total Requirements (1991 Estimate)				

Justification of Adjustments to Base and Built-in Changes
(Dollar amounts in thousands)

Increases and/or decreases:

o Adjustment for 1990 Effect of P.L. 99-177.....+5,139

The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in FY 1990. Since the reduction applies to FY 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from FY 1990 to FY 1991.

o Adjustment for Administrative Efficiency.....-3,354

The Department is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by about 5 percent to improve administrative efficiency and place greater priority on 1990 program initiatives. Specific reductions are proposed in the following areas:

Consultants.....	-165
Travel.....	-746
Overtime.....	-131
Supplies.....	-1,346
Equipment.....	-966
Total.....	-3,354

o Adjustment for Staffing Efficiency.....-1,506

Savings are proposed for a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:

Average Grade.....	-667
Lapse.....	-839
Total.....	-1,506

o Additional cost in 1991 of the 1991 pay raise.....+2,764

The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January, 1991. Of this amount, $2,460 is for the general schedule pay and $279 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in FY 1991.

o Workers Compensation Payments..... +346

The adjustment is for increased costs for compensation to injured employees to be paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.

o PAY/PERS.....+103

The Service is charged a prorated share of the automated personnel and payroll system operated by the Bureau of Reclamation (BOR). The Service is estimated to increase based on projections provided by BOR.

o Regional Fixed Costs Support Activities.....+2,200

Regional Office fixed costs are for billings from telephone, postage, ADP services, custodial care, health/child care facilities, office equipment maintenance contracts and other services provided on a regionwide basis. Costs in this activity are escalating rapidly.

o Drug Free Workplace.....+28

The adjustment is for increased costs of fostering a drug free workplace.

o Take Pride in America Campaign.....-27

Costs for Take Pride in America activities are prorated by the Department. Activities in support of this initiative will be reduced in FY 1991.

o One More Paid Day in FY 1991.....+834

The increase in personnel compensation results from there being one more paid day in FY 1991 than in FY 1990. The breakdown by activity is as follows:

Fish and Wildlife Enhancement	+115
Refuges and Wildlife	+391
Fisheries	+90
Research and Development	+157
General Administration	+81

- **Unemployment Compensation Payments..... -267**

  The adjustment is for an anticipated decrease in costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499.

- Rental payments to GSA.....+773

  The adjustment is for increased costs payable to GSA resulting from higher rates for office and non-office space.

- CSRS/FERS Retirement Costs.....+1,135

  The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the Service work force.

- Departmental Working Capital Fund.....+27

  The adjustment is for increased costs assigned to the Service for administrative services provided on a Department-wide basis. In FY 1991 no adjustment will be made to provide separate identification of activities related to the safety and occupational health of employees, safety of contractor workforces, and public visitor safety. In addition, an increase in the number of printing orders processed is expected. These increases will be partially offset by adjustments for the Washington Interagency Telecommunications System (WITS).

- Federal Financial System (FFS).....+554

  The adjustment is for incremental costs of operating and/or implementing the Department's standard administrative accounting system, the Federal Financial System (FFS).

- Postage.....+260

  The Service is billed under the U.S. Postage Service's (USPS) Revenues, Pieces and Weights Sampling System. The USPS estimates and projects costs based on statistical sampling.

- Commercial Telephone.....+100

  Billing costs for FY 1991 are based on prior year billings for maintenance of telephone lines and telephones, as well as all non-FTS calls.

- Finance Center Operations.....+100

  The Service's accounting services provided through a complex series of automated data processing systems required additional funds to support the financial reports, billings, and collection activities.

Comparison by Activity/Subactivity

	1989 Actual		1990 Appropriation		1990 Adjusted Approp		1991 Base Budget		1991 Estimate		Change from Base	
	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount	FTE/T	Amount
Fish and Wildlife Enhancement:												
Endangered Species												
Listing	57	3,499	62	3,516	62	3,483	62	3,522	62	3,483	0	(39)
Consultation	79	3,252	89	3,724	89	3,691	89	3,744	89	3,691	0	(53)
Permits	24	877	24	858	24	874	24	889	24	874	0	(15)
Recovery	71	8,408	85	10,812	85	10,620	85	10,666	85	10,620	0	(46)
Grants to States	0	5,000	0	5,750	0	5,676	0	5,671	0	5,676	0	5
Subtotal, Endangered Species.	231	21,036	260	24,660	260	24,344	260	24,492	260	24,344	0	(148)
Proposed Law (ATB) Increment									(1)	108	(1)	108
Ecological Services	475	21,098	484	23,458	484	23,203	484	23,492	476	22,657	(8)	(835)
Proposed Law (ATB) Increment									2	2,013		2,013
Environmental Contaminants	69	6,364	80	6,563	80	6,501	80	6,547	78	7,444	(2)	897
Proposed Law (ATB) Increment									0	503		503
National Wetlands Inventory	40	5,365	40	5,097	40	5,064	40	5,085	40	5,064	0	(21)
Proposed Law (ATB) Increment									0	2,021		2,021
Subtotal, F & W Enhancement.	815	53,863	864	59,778	864	59,112	864	59,616	854	59,509	(10)	(107)
Proposed Law (ATB) Increment									1	4,645	1	4,645
Total, F & W Enhancement	815	53,863	864	59,778	864	59,112	864	59,616	855	64,154	(9)	4,538

Refuges and Wildlife:												
Refuge Oper. & Maintenance												
Operations	1,714	88,743	1,835	91,807	1,835	89,828	1,835	91,096	1,820	88,288	(15)	(2,808)
Maintenance	436	28,648	414	33,862	414	32,135	414	32,383	414	35,435	0	3,052
Subtotal, Refuge O&M	2,150	117,391	2,249	125,669	2,249	121,963	2,249	123,479	2,234	123,723	(15)	244
Proposed Law (ATB) Increment										5,201		5,201
Total, Refuge O&M	2,150	117,391	2,249	125,669	2,249	121,963	2,249	123,479	2,234	128,924	(15)	5,445
Law Enforcement Operations												
Wildlife LE	207	11,917	209	12,988	209	12,829	209	12,960	214	13,960	5	1,000
Fishery LE	41	2,214	41	2,212	41	2,205	41	2,231	42	2,531	1	300
Endangered Species LE	145	7,336	149	7,713	149	7,691	149	7,784	152	8,084	3	300
Subtotal, LE Operations	393	21,467	399	22,913	399	22,725	399	22,975	408	24,575	9	1,600
Migratory Bird Management	145	8,441	184	11,620	184	12,925	184	13,262	186	14,209	2	947
Proposed Law (ATB) Increment									1	1,997	1	1,997
Subtotal, Ref. & Wildlife	2,688	147,299	2,832	160,202	2,832	157,613	2,832	159,716	2,828	162,507	(4)	2,791
Proposed Law (ATB) Increment									1	7,198	1	7,198
Total, Ref. & Wildlife	2,688	147,299	2,832	160,202	2,832	157,613	2,832	159,716	2,829	169,705	(3)	9,989
Fisheries:												
Hatchery Oper. & Maintenance												
Anad. Fish Hatchery Oper.	177	8,113	185	8,443	185	8,761	185	9,239	188	10,944	3	1,705
Inland/Gr. Lakes Hatch. Oper.	336	16,059	334	16,371	334	16,737	334	16,691	338	17,631	4	940
Hatchery Maint. & Rehab.	0	4,071	0	7,978	0	6,589	0	6,471	0	6,471	0	0
Subtotal, Hatchery O&M	513	28,243	519	32,792	519	32,087	519	32,401	526	35,046	7	2,645
Lower Snake R. Comp. Fund	14	6,823	14	8,001	14	7,913	14	7,913	16	9,713	2	1,800

Fish & Wildl. Mgmt. Asst												
Anad. Fish Mgmt. Asst.	80	4,699	81	5,058	81	5,022	81	5,071	82	5,341	1	270
Fish & Wildl. Mgmt. Asst.	40	2,845	42	2,758	42	2,744	42	2,772	44	3,677	2	905
Subtotal, F&W Mgt. Asst.	120	7,544	123	7,816	123	7,766	123	7,843	126	9,018	3	1,175
Subtotal, Fisheries.	647	42,610	656	48,609	656	47,766	656	48,157	668	53,777	12	5,620
Research and Development:												
Fish & Wildl. Res. Cntr. O&M												
Contaminants Research.	196	12,389	246	13,386	246	13,253	246	13,407	246	12,154	0	(1,253)
Proposed Law (ATB) Increment									1	228	1	228
Wildlife Research.	196	14,781	274	17,655	274	17,465	270	16,772	268	15,008	(2)	(1,764)
Proposed Law (ATB) Increment										(1)		(1)
Fishery Research.	285	14,754	308	16,328	308	16,170	308	16,354	299	13,969	(9)	(2,385)
Endangered Species Research.	71	5,165	76	6,100	76	5,044	76	6,086	76	6,044	0	(42)
Proposed Law (ATB) Increment										42		42
Research Maintenance.	0	1,100	0	4,437	0	3,985	0	3,980	0	3,980	0	0
Subtotal, F&W Res. Ctr O&M.	748	48,189	904	57,906	904	56,917	900	56,599	889	51,155	0 (11)	(5,444)
Proposed Law (ATB) Increment									1	269	1	269
Total, F&W Res. Ctr O&M.	748	48,189	904	57,906	904	56,917	900	56,599	890	51,424	(10)	(5,175)
Technical Development.	125	6,777	127	6,769	127	6,687	131	7,367	133	10,682	2	3,315
Proposed Law (ATB) Increment									(4)	(185)	(4)	(185)
Cooperative Units.	105	6,294	116	6,500	116	6,465	116	6,536	116	7,186	0	650
Subtotal, Res. & Develop.	978	61,260	1,147	71,175	1,147	70,069	1,147	70,502	1,138	69,023	(9)	(1,479)
Proposed Law (ATB) Increment									(3)	84	(3)	84
Total, Res. & Development.	978	61,260	1,147	71,175	1,147	70,069	1,147	70,502	1,135	69,107	(12)	(1,395)

General Administration:												
Central Office Admin.....	251	14,094	262	14,495	262	14,989	262	15,295	262	14,805	0	(490)
Regional Office Admin.....	246	13,269	254	13,342	254	13,262	254	15,623	254	15,623	0	0
Servicewide Admin. Support....	0	24,710	0	26,772	0	26,426	0	29,484	0	29,484	0	0
Engineering Services.....	79	3,583	79	3,583	79	3,580	79	3,633	86	4,033	7	400
Subtotal, General Adm.....	576	55,656	595	58,192	595	58,257	595	64,035	602	63,945	7	(90)
SUBTOTAL CURRENT LAW.....5,704		360,688	6,094	397,956	6,094	392,817	6,094	402,026	6,090	408,761	(4)	6,735
Proposed Law (ATB) Increment									(1)	11,927	(1)	11,927
	5,704	360,688	6,094	397,956	6,094	392,817	6,094	402,026	6,089	420,688	(5)	18,662

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: Fish and Wildlife Enhancement Summary

CURRENT LAW:

(Dollar Amounts in Thousands)

Subactivity		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc (+) Dec.(-) from Base
Endangered Species	($)	24,660	24,344	24,492	24,344	-148
	(FTE-T)	(260)	(260)	(260)	(260)	(0)
Ecological Services	($)	23,458	23,203	23,492	22,657	-835
	(FTE-T)	(484)	(484)	(484)	(476)	(-8)
Environmental Contaminants	($)	6,563	6,501	6,547	7,444	+897
	(FTE-T)	(80)	(80)	(80)	(78)	(-2)
National Wetland Inventory	($)	5,097	5,064	5,085	5,064	-21
	(FTE-T)	(40)	(40)	(40)	(40)	(0)
Total Requirements	($)	59,778	59,112	59,616	59,509	-107
	(FTE-T)	(864)	(864)	(864)	(854)	(-10)

PROPOSED LAW:
America the Beautiful

Subactivity		1991 Estimate	Inc (+) Dec.(-) from Base
Endangered Species	($)	24,452	+108
	(FTE-T)	(259)	(-1)
Ecological Services	($)	11,511	+2,013
	(FTE-T)	(184)	(+2)
Environmental Contaminants	($)	1,924	+503
	(FTE-T)	(10)	(0)
National Wetland Inventory	($)	7,085	+2,021
	(FTE-T)	(40)	(0)
Total Requirements	($)	44,972	+4,645
	(FTE-T)	(493)	(+1)

Authorizations:

16 U.S.C. 1531-1543, Endangered Species Act of 1973 as amended, including Titles I and II 1989. Provides for the identification, protection and recovery of endangered and threatened species.

16 U.S.C. 4201-4245, African Elephant Conservation Act. Establishes a program to promote the conservation of the African Elephant.

16 U.S.C. 1361-1362, 1372-1384, 1401-1407, Marine Mammal Protection Act of 1972 as amended. Provides for a Federal research and management responsibility over all marine mammals.

16 U.S.C. 742(a)-754, Fish and Wildlife Act of 1956. Requires the development and distribution of fish and wildlife information and to 1) "...take such steps as may be required for the development, advancement, management, conservation, and protection of the fisheries resources;" and 2) "...for...wildlife resources through research...and other means."

16 U.S.C. 661-667(e), Fish and Wildlife Coordination Act. Requires the Fish and Wildlife Service (FWS) to investigate and report on all proposed Federal actions that may affect any stream or other body of water and to provide recommendations to minimize project-related impacts on fish and wildlife resources, including water pollution impacts on fish and wildlife.

16 U.S.C. 3801-3845, Food Security Act of 1985. Requires that the Secretary of Agriculture "...shall consult with the Secretary of Interior on such determinations and actions as necessary, including the identification of wetlands; determinations of exemptions; and issuance of regulations...to carry out the provisions of this Act."

P.L. 100-233, Agricultural Credit Act of 1987. Section 616 authorizes the Secretary of the Department of Agriculture to transfer lands, or interest therein, to Federal or State agencies for conservation purposes. The Service anticipates that a number of such transfers will be granted by Farmers Home Administration in the process of disposal of inventory property.

P.L. 99-645, Emergency Wetlands Resources Act of 1986. Requires that "...the Secretary shall establish and periodically review and revise a National wetlands priority conservation plan for Federal and State wetlands acquisition...", "...complete National Wetlands Inventory maps for the contiguous United States by September 30, 1998...complete Alaska and non-contiguous portions as soon as practicable after that date...," "... update report on wetlands status and trends by September 30, 1990, and at 10-year intervals thereafter...".

Base Program:

The Fish and Wildlife Enhancement activity is comprised of four subactivities as follows:

Endangered Species: To take actions to protect ecosystems upon which endangered and threatened species depends and prevent species from becoming extinct and, wherever possible, return them to the point where they are neither endangered or threatened.

Ecological Services: To conduct investigations, provide technical and planning assistance, and recommend fish and wildlife conservation measures on land and water resource development projects sponsored, licensed, or assisted by the Federal government and to provide wetlands identification and restoration assistance and leadership as early in the planning process as possible.

Environmental Contaminants: To assess, prevent, and mitigate environmental contaminant effects on fish and wildlife resources and the lands that are managed by the Service.

National Wetlands Inventory: To produce wetland maps for the contiguous United States to be completed by September 30, 1998, and for Alaska as soon as practical after 1998. Information on the status and trends of wetlands in the conterminous United States is updated and improved on a periodic cycle.

Activity Summary: The FY 1991 budget request for the Fish and Wildlife Enhancement activity is $59,509,000 under current law with an additional $4,645,000 requested contingent on enactment of America the Beautiful. This request will provide for continuation of enhancement activities at the level contained in the FY 1990 appropriation except for the following changes:

+$ 750,000/2	The Service is requesting an increase in Endangered Species listing capability to effectively implement the Endangered Species Act, as amended. The increase will make it possible to assess the status of candidate species more frequently and according to an annual schedule. Candidate assessment guidelines will be developed and increased public participation in the listing process will be facilitated.
- $ 250,000	The Service is requesting a decrease in nongame funding. The funding provided in FY 1990 will be used to undertake conservation measures for candidate species that are currently at risk. The Service expects that the responsible land management agencies and private interests will direct resources to achieve results, to continue activities in FY 1991.
- $ 540,000/3	The Service is requesting a decrease in consultation funding. The funding provided in FY 1990 will be utilized to address a number of complex consultations, the bulk of which will be underway by 1991.
- $ 250,000/5	The funding increase provided in 1990 for relicensing has enabled the Service to complete coordination on at least 2 major relicensing activities and become more involved in about 200 relicensing activities. The Service will continue to address relicensing activities in 1991 at a reduced level.

-$ 306,000/-3	Highest priority technical assistance work related to hydropower reviews wetland restoration, and fishery mitigation activities in Maine will be conducted from an office located in Concord, New Hampshire.
-$ 50,000	Ground and aerial surveys of canvasback use and habitat value on the Chesapeake Bay will be completed in 1990. Data will be analyzed to provide guidance in improving similar areas of potential habitat value.
-$ 75,000	In 1990, the Service conducted advanced planning for wetlands protection in a Chesapeake Bay subwatershed. The Service will use the methods and results obtained for application elsewhere in the future.
+$ 2,000,000/2	The Service is requesting an increase in Farm Bill funding to restore wetlands made available under the Food Security Act of 1985 (Farm Bill) and related authorities. Service personnel and contractors will be used to plan and implement wetland restoration projects.
-$ 141,000	The Service is requesting a decrease in Ecological Services funding. Monitoring and evaluating efforts in West Virginia will be continued at reduced levels.
+$ 1,000,000	An increase is requested to ensure compliance with Environmental Protection Agency (EPA) regulations on underground storage tanks.
-$ 100,000	The FY 1991 request provides adequate funding to address the highest priority contaminant activities. The Service will continue to respond to contaminant issues at the regional/field level.
-$ 100,000	Information collected in 1990 from monitoring contaminants in Chesapeake Bay biota and sediment will be used to develop a toxics of concern list and in conducting watershed risk assessments.
+$ 600,000/2	In support of the 1991 wetlands initiative, funding is requested to increase the level of effort directed to contaminants assessments and evaluation in bays and estuaries.
+$ 2,000,000	The Service is requesting an increase in capability to update the "Status of Trends of Wetlands in the United States" report as required pursuant to the Emergency Wetlands Resource Act on a five-year interval. This increase will support the Service's 1991 wetlands initiative and will enable the Service to intensity efforts such as regional

wetland acreage change and loss information copy be developed for the Atlantic and Gulf Coast in FY 1991 and Great Lakes, Lower Mississippi River, Alluvial Plain, and Lower Prairie Potholes regions in future years.

Activity: Fish and Wildlife Enhancement
Subactivity: Endangered Species
CURRENT LAW:

(Dollar Amounts in Thousands)

Element		FY 1990 Enacted To Date	FY 1990 Adjusted Approp	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Listing	($)	3,516	3,483	3,522	3,483	-39
	(FTE-T)	(62)	(62)	(62)	(62)	(0)
Consultation	($)	3, 724	3,691	3,744	3,691	-53
	(FTE-T)	(89)	(89)	(89)	(89)	(0)
Permits	($)	858	874	889	874	-15
	(FTE-T)	(24)	(24)	(24)	(24)	(0)
Recovery	($)	10,812	10,620	10,666	10,620	-46
	(FTE-T)	(85)	(85)	(85)	(85)	(0)
Grants-to States	($)	5,750	5,676	5,671	5,676	+5
	(FTE-T)	(0)	(0)	(0)	(0)	(0)
Total for Fish Wildlife Enhancement		24,660	24,344	24,492	24,344	-148
		(260)	(260)	(260,	(260)	(0)

Total Endangered Species Budget Request*

CURRENT LAW:

(Dollar Amounts in Thousands)

Element		FY 1990 Enacted To Date	FY 1990 Adjusted Approp	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec.(-) from Base
Fish and Wildlife Enhancement-ESA	($)	24,660	24,344	24,492	24,344	-148
	(FTE-T)	(260)	(260)	(260)	(260)	(0)
Fisheries, Hatchery Operations - ESA	($)	163	162	163	163	0
	(FTE-T)	(3)	(3)	(3)	(3)	(0)
Refuges and Wildlife Law Enforcement Operations-ESA	($)	7,713	7,691	7,784	8,084	300
	(FTE-T)	(149)	(149)	(149)	(152)	(+3)
Research and Development Research Center O&M - ESA	($)	6,100	6,044	6,086	6,044	-42
	(FTE-T)	(76)	(76)	(76)	(76)	(0)
Total Endangered Species Request	($)	38,636	38,241	38,525	38,635	+110
	(FTE-T)	(488)	(488)	(488)	(491)	(+3)

PROPOSED LAW: **America the Beautiful**		Inc/Dec Current Law
Endangered Species	[24,452]	[+108]
	[(259)]	[(-1)]
Endangered Species, all except Law Enforcement	[30,538]	[+150]
	[(335)]	[(-1)]

Impact of Public Law 99-177

	FY 1990 Enacted To Date	PL 99-177 BA Cancellation	Other Adjustments	Adjusted Appropriation
Endangered	24,660	- 319	+3	24,344

As a result of the $319,000 reduction pursuant to P.L. 99-177, the Fish and Wildlife Service will reduce listing, recovery, consultation, and permitting activities related to the implementation of the Endangered Species Act including a delay in the completion of 20 state surveys for candidates species; reduction of on-site reviews, limiting the scope of the consultation process and restricting training workshops; delay in completion of 20 recovery plans and reduction in field travel and limiting 5 state grant projects.

Adjustments for 1989 pay reprogramming (April 26, 1989) $-57,000; 1990 space reallocation $+74,000; and proposed reprogramming for pay raise effective January, 1990 $-14,000.

Objectives:

1. To evaluate candidate species for listing through the conduct of status surveys and to provide public notice of potential listing activities by means of consolidated notices of review. To establish priorities among the identified candidate species and complete regulatory actions for those most in need of legal protection. To conduct required 5-year reviews of listed species and to assess the need for reclassification or delisting to reflect changes in species' status.

2. To develop and update recovery plans for all listed species native to the U.S. To coordinate with various Federal, State, and private agencies in the implementation of recovery plans, including the protection of habitat necessary for conservation and recovery of listed species.

3. To perform Management Authority functions under the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). To issue wildlife and plant permits in a timely manner with minimum burden on the public.

4. To issue accurate and timely Biological Opinions to other Federal agencies. To emphasize the identification and informal resolution of potential conflicts in early project planning stages. To expedite consultations on energy and mineral-related projects.

5. To conduct management actions on behalf of listed species residing on and off Service lands to promote their recovery and subsequent delisting.

6. To assist the States in initiating their own programs for the conservation of endangered and threatened species through cooperative agreements.

Base Program

Listing ($3,522,000/62 FTE): Listing species of animals and plants is basic to an endangered species conservation program because it is only through listing that species can be afforded the full range of protective mechanisms available under the Endangered Species Act. Listing serves to focus the Service's attention on conservation of a species through development of a recovery plan and the requirement that agencies consult concerning their activities that may affect the species. It also focuses the attention of Federal, State, and private organizations able to undertake voluntary conservation actions on behalf of the species. Components of the listing activity include: 1) identification of candidate species, 2) candidate species assessment and ranking, 3) population surveys to determine status and threats, 4) formal rulemaking and listing, 5) coordinated recovery efforts, and 6) delisting and/or reclassification.

Nearly 4,000 species in the U.S. are formally recognized as potential candidates for listing. Continued assessment of their status is a high priority for the Service. Comprehensive plant and animal notices of review are published in alternate years to seek status information. From this pool of candidates, and the best available information, species are selected for listing using the priority guidelines published in the Federal Register (September 21, 1983). Degree and immediacy of threat and taxonomic uniqueness are the primary criteria used in assessing listing priorities. There are presently about 600 U.S. species that the Service believes warrant listing as threatened or endangered (category 1). Over 3,000 U.S. species have been identified that may warrant listing, but sufficient information is not presently available to make those determinations (category 2). Status surveys are conducted on candidate species to maintain a continual flow of information and to allow the Service to evaluate the degree of threat and determine priorities for listing. Status surveys constitute a critical link in the listing process. Status surveys also indicate which candidate species can be recovered through prelisting recovery actions as authorized by the 1988 amendments, thus reducing the number of species that require protection through formal listing. Additionally, the 1988 Endangered Species Act amendments require the Service to monitor candidate species to ensure that extinction does not occur while the species await listing. The Service plans to conduct status surveys on approximately 100 candidate species at the 1991 funding level.

A significant portion of the listing resources is dedicated to the formal rulemaking and listing process. The Service is capable of identifying and formally listing species that are most severely endangered with extinction. The following table shows the current status and the projected listing effort.

Listing Actions	Actual 1989	Anticipated 1990	1991
Species proposed for listing	40	50	55
Species listed	37	50	50
Total # of Species Listed to date	1,070	1,120	1,170

The primary goal of threatened and endangered species conservation is to ensure the survival of species and the habitats upon which they depend and, when possible, to recover species to the point at which protection under the Endangered Species Act is no longer warranted. The Service will continue to evaluate species for which recovery objectives are achieved and will actively seek opportunities for delisting species where appropriate. During FY 1989 the Rydberg milk-vetch was delisted and a proposal for the Mathis spiderling was withdrawn. Through FY 1989 a total of 27 species have been reclassified to threatened and 17 species have been delisted.

Consultation ($3,744,000/89 FTE): The Service assists other Federal agencies in meeting their responsibilities under section 7 of the Endangered Species Act through formal and informal consultations. During informal consultations, the Service provides information and assistance to Federal agencies and permit and license applicants prior to receiving written requests for formal section 7 consultations or the Service concurs with the Federal agency's determination that its action is not likely to adversely affect listed species or critical habitat. By entering into informal consultation early in the project planning stages, the need to enter into formal consultations may be removed, thus fulfilling section 7 responsibilities earlier and in a most cost-effective manner. However, if a potential impact on a listed species cannot be resolved informally, formal consultation must be initiated. Formal consultations result in written biological opinions on the effects of proposed agency actions on listed species and critical habitats. If a "jeopardy" or "adverse modification to critical habitat" opinion is issued, reasonable and prudent alternatives to the project that will avoid the adverse impact and allow the project to proceed will be identified where possible.

Efforts to improve the storage, retrieval, and dissemination of information on listed species native to the United States are being continued. The Services is exploring the development of cooperative efforts to manage endangered species data in concert with the States and the Nature Conservancy. These efforts will assist the Service and others in meeting responsibilities pursuant to section 7. Beginning in 1989, the Service started receiving more major programmatic consultations from a variety of Federal agencies. The Service anticipates that these types of consultations will continue in 1991. They include consultations by the Environmental Protection Agency for both its pesticide and other toxic substances programs and by the Department of Agriculture for its Animal Damage Control and Boll Weevil Eradication programs. The Service is required by the 1988 Amendments to participate in EPA's Pesticide Program in a variety of ways. The complexity of these consultations is increasing due to a greater demand on limited natural resources, the need for new assessment models, and an increasing number of listed species.

Formal Consultation Workload Table

	FY 1989	FY 1990	FY 1991
Number of Formal Consultations	639	735	880
Number of Informal Consultations - There is currently not an adequate system to measure the workload related to informal consultations--these represent a substantial part of the workload.			

During FY 1990, the Service will develop a workload analysis tool that uses a standard measure of effort for informal, formal, and programmatic consultations. The system used in previous years does not adequately measure the workload associated with these various activities across all Regions.

Wildlife Permits ($889,000/24 FTE): The Service's permits program for endangered and threatened species, marine mammals, and CITES-listed species are administered to advance the goals of conservation of protected species and maintenance of biological diversity. Permits are issued under the Endangered Species Act, the Convention on International Trade in Endangered Species (CITES), the Marine Mammal Protection Act, and other laws. Over the past 2 years, the public and the conservation community have given increasing scrutiny to permit issues like commercial trade and trophy hunting of African elephants, temporary loans of giant pandas, scientific research on Alaskan sea otters, and taking of wild black rhinos from Africa for captive propagation in the United States. The Service has been striving to use permits as a positive force, by developing guidelines for controversial species and placing moratoria on permits which are not, under present conditions, consistent with conservation of the species. These qualitative and complex factors are not reflected in the workload measures in the table that follows. At the same time, the Service seeks to foster wise use of natural resources, particularly in developing nations which may depend on biological resources as a key export item. Meetings and correspondence with the 103 other nations now party to CITES, as well as key non-party nations like Mexico, Korea, and Saudi Arabia, are becoming an increasingly important part of international efforts to protect and recover endangered species and promote sustainable use of living resources. The Service is also working to increase effectiveness of its program through new ADP equipment and better monitoring of the speed and efficiency of its operations. An estimate of the anticipated processing workload for new permits is shown below:

	1989	1990	1991
Permit applications reviewed	4,750	4,750	4,750

Recovery ($10,666,000/85 FTE): The ultimate goal of threatened and endangered species conservation is to recover populations to levels where protection under the Act is no longer required. It is recognized, however, that for many species, particularly those that are habitat-limited, maintenance of remaining populations to prevent extinction may be a more realistic objective. In response to the 1988 Amendments to the Endangered Species Act and the GAO report on recovery activities (RCED-89-5, December, 1988), the Service has increased emphasis on threatened and endangered species recovery in three areas: 1) development of recovery plans, 2) the coordinated

implementation of highest priority recovery actions, and 3) monitoring of progress of each of the 550+ listed species toward recovery.

The first step in the recovery process is the development of species specific recovery goals and the identification and ranking of specie's information and management needs in terms of their relative importance and timing for recovery. This information typically is set forth in a recovery plan. The recovery plan serves as blueprint for private, Federal, and State interagency cooperation in the implementation of recovery actions. The recovery planning process provides for public participation to enhance coordination and acceptance, which are vital to species' survival and eventual recovery. The Service recognizes the need to develop recovery plans for all listed species. Efforts have been increased in this area, particularly by increasing the number of multi-species recovery plans, coordinating plan preparation, and identifying plans where other conservation agencies can participate in order to accelerate critical recovery task implementation. The table below indicates the Service's current and projected level of recovery plan development.

Recovery Plan Action	Actual 1989	Anticipated 1990	Anticipated 1991
No. of Plans Under Development or Revision	33	60	60
No. of Species with Plans Under Development 1/	71	50	50
No. of Plans Approved	12	40	40
No. of Species with plans approved	291	336	381
Total No. of Plans to Date*	251	291	331

1/ Number of plans under development is projected to go down as we catch up on workload.

* Some recovery plans address more than one species; 291 species are covered by 251 plans.

By the end of FY 1990, it is anticipated that over 85 percent (approximately 995) of all U.S. listed species will be covered by draft or approved recovery plans.

The second step in recovery is the implementation of recovery actions. This involves a coordinated effort of multi-Federal and State agencies and the private sector. Recovery actions are integrated with other protective measures of the Act, such as the section 7 consultation process, and recovery actions initiated by other Federal agencies in compliance with their section 7(a)(1) responsibilities under the Act.

In FY 1991, the Service will continue to enhance recovery efforts by encouraging greater public participation in the recovery planning process and pursuing multi-agency cooperative efforts. Section 4(f) of the amended Act requires public review of all new or revised recovery plans prior to approval. The intent is to inform the public, promote public involvement in the recovery planning process, and increase the information available to all involved Federal agencies. Emphasis will be placed, to the extent possible, on

implementing recovery actions on high priority, but relatively low profile, species.

A third area of emphasis in recovery is the monitoring of species' progress toward recovery, as a measure of recovery success. Beginning in 1990, the Service implemented a tracking/reporting process that provides annual species trend information by reflecting population dynamics, in terms of increasing, decreasing, or stable numbers. The 1988 amendments to the Act requires the Service to: 1) report to Congress every 2 years on the preparation and implementation of recovery plans and on the status of each listed species with a recovery plan; and 2) develop a system for monitoring all species that have been recovered or delisted.

Recovery Management/Off Service Lands - Recovery actions conducted off Service lands include species monitoring, protection through law enforcement, relocation, propagation and release, reintroduction, and controlling predators and competition. It is important that priority recovery actions be implemented as soon as possible after being identified in order to prevent further jeopardy to the species. Examples of recovery actions taken off Service lands in FY 1990 are as follows:

Species	Funds ($000)	Action
Kirtland's Warbler	91.0	Control cowbirds and evaluate warbler effects of cowbird removal from warbler nesting areas; and, in cooperation with the Forest Service and the State of Michigan, improve habitat.
Grizzly Bear	322.4	Conduct 5-year status review bear studies and monitor population status and trends in the Yellowstone, Cabinet-Yaak, and Northern Continental Divide Ecosystems. Conduct population estimate studies in Selkirk and Cascade Mountains. Release two subadult female bears om the Cabinet-Yaak Ecosystem and monitor population response.
Peregrine falcon	438.3	Coordinate falcon releases falcon for reestablishment via potential aerie evaluations, State and Federal cooperation, and permit review. This will guard against duplication of effort and provide guidance for reestablishment in high priority areas to meet recovery goals.
Sea turtles	488.4	Monitor the use of Turtle Excluder Devices on shrimp trawlers during shrimping season, captive production and release of hatchlings, radio telemetry, and nesting and migration studies.
Southern Sea Otter	502.5	Continue translocation and sea otter containment activities, and capture, relocate, and population studies.

Hawaiian Forest Birds	75.0	Habitat and population forest birds studies.
Rocky Mt. wolf	395.0	Evaluate density and distribution of wolves presently established in the Northern Continental Divide Ecosystem. With input from States and the public, identify the impact of this distribution on ungulate harvest. Expand wolf public information programs, and continue to implement control activities as necessary.
Puerto Rican parrot	115.0	Accelerate efforts for predator control at releases sites, protect nest sites, and monitor the status of released parrot chicks in the Caribbean National Forest.
Cui-ui	168.7	Determine population dynamics and waterflow/ temperature requirements.
Whooping crane	340.8	Establish third wild population (site undetermined), continue monitoring Grays Lake NWR population, continue studying crane-powerline strikes.
Black-footed ferret	210.0	Establish forth and fifth captive breeding facilities, train ferrets in enclosed prairie dog town to cultivate predatory behavior, and complete the final rule for experimental population and required NEPA documents. Final negotiations for identifying and protecting first ferret release site. Release scheduled for 1991.
Florida panther	114.7	Coordinate protection and recovery efforts initiated by other Federal, State, and private agencies.
West Indian manatee	129.9	Coordinate protection and and recovery efforts initiated by other Federal, State, and private agencies.
Aleutian Canada Goose	262.0	Translocation, marking, monitoring activities.
Bruneau Hot Springs snail	580.0	Survey for additional snails, hydrology studies, purchase (proposed species) water rights to protect aquifers and habitats supporting snails

NOTE: Changes in funding levels from FY 1989 budget request reflect species priority shifts in the Recovery program.

Recovery Management/On Service Lands - Over 280 National Wildlife Refuges provide protection from disturbance and taking for approximately 25 percent of all listed native species. Some refuges have come to serve as sanctuaries

for endangered species, such as the Arkansas National Wildlife Refuge for the whooping crane in Texas. Examples of species management actions taking place on Service lands in FY 1990 are as follows:

Species	Funds ($000)	Action	Refuge
Masked bobwhite quail	28.0	Radio telemetry studies to determine dispersal, distribution and survivorship of released bobwhites. Resurvey potential habitat in Mexico.	Buenos Aires NWR,AZ
Red wolf	405.0	Monitor success of in NWRs and release additional pairs in NC, and these NWR, SC refuges.	Alligator River NWR, Cape Romain
Black footed ferret	40.0	Evaluate potential for reintroduction	Charles M. Russell Montana

FY 1989 Accomplishments:

Nongame

- A nongame migratory bird workshop was held in Atlanta, Georgia, with Federal, State, and private organizations to share information on the status of nongame migratory birds in Region 4 and to discuss and develop management alternatives.

- Region 4 has developed of a draft nongame migratory bird handbook designed for resource managers that discusses the Service's role in nongame bird management and presents a series of recommended management and monitoring objectives for species that, because of decline or habitat changes, need special management consideration.

- A number of species-specific nongame activities were undertaken among the Service's Regions, including population monitoring, predator control, and nest site protection and the distribution of public information on piping plover; population censusing, and habitat protection and management for the Kirtland's warbler; and summer habitat and winter disturbance studies for Indiana bats.

Listing

- The Service listed 37 species and proposed an additional 40 during FY 1989. Reclassifications from threatened to endangered were proposed for the two species of chimpanzees. The Aleutian Canada goose was proposed to be downlisted from endangered to threatened.
- In compliance with the 1988 amendments to the Endangered Species Act, the Service expanded its efforts in the identification and assessment

of candidate species. The Animal Notice of Review published in the Federal Register on January 6, 1989 combines Invertebrates (previously published separately) with Vertebrates. Commonly called the candidate list, the Animal Notice reported on 75 Category 1 and 1,397 Category 2 animals.

- Phase I of the Bruneau Hot Springs snail 3-year prelisting recovery efforts has been completed, including a report on hydrologic and chemical data from selected thermal waters in the Indian Bath Tub Area.

- The emphasis on monitoring of candidate species, through more frequent status surveys and monitoring of status trends, greatly increased the Service's capability to prioritize candidates awaiting listing.

- The Service published an emergency rule listing, followed by a proposed listing, for the desert tortoise.

- The Service made a concentrated effort to emphasize activities related to listing, including multi-species listing actions, seeking information on species from other involved agencies, monitoring candidates' status, status surveys, and an increased number of listing proposals.

- In response to a court order, the Service reevaluated its previous decision not to list the Northern spotted owl and proposed listing the owl as threatened in June 1989. Four public hearings were held and thousands of comments submitted. The comment period on the proposal remained open at the end of the fiscal year.

Consultation

The Service continued to focus on the consultation process to minimize adverse effects of Federal actions and to achieve recovery of threatened and endangered species. In addition to assisting a number of Federal agencies in fulfilling their obligations under the Endangered Species Act through consultation on individual Federal actions, the Service continued its efforts to improve efficiency by conducting programmatic/Nationwide formal consultations.

Significant accomplishments on individual Federal actions include:

- Increased protection for the proposed threatened spotted owl in the Pacific Northwest due to revised timber sales, resulting from Service technical assistance and section 7 conference activities with the Forest Service and Bureau of Land Management.

- Appointed a National Red-cockaded Woodpecker Coordinator to provide technical assistance, coordinate recovery efforts, and ensure consistency in section 7 consultations. Efforts resulted in guidelines for preparation of biological assessments to improve evaluation of effects of Forest Service timber harvests. The coordinator was able to facilitate survey and assessment of populations subsequent to Hurricane Hugo.

- Completed a number of significant formal consultations which resulted in increased protection for listed species. Examples include:

--OCS lease sale 91 affecting listed species in San Francisco Bay.

--Mt. Graham observatory in Arizona (Mt. Graham red squirrel).

--Forest Service timber harvests in Texas (red-cockaded woodpecker).

--Effects of fishery regulations on incidental take of marine mammals.

--Recreation activities at Gateway National Seashore (piping plovers).

--Water flow condition in the Colorado River (Colorado River fishes)

Significant accomplishments in programmatic consultations included:

- Completed consultation with the Environmental Protection Agency evaluating effects of 113 separate pesticides on 165 listed species.

- Created or revised range maps or habitat descriptions for over 150 listed species to assist EPA in developing bulletins depicting pesticide restrictions needed to protect threatened/endangered species.

Permits

- Consultations with the Chinese government and the zoological community led to proposed guidelines for giant panda loans. Major efforts were undertaken to increase protection for chimpanzees and black rhinos.

- A complete U.S. ban on African elephant ivory imports led to a broad international effort by CITES nations to halt the ivory trade.

Recovery

- The Service's focus on recovery planning increased emphasis on the development of recovery plans for all suitable listed threatened and endangered species. Recovery efforts shifted towards addressing the recovery plan backlog by increasing the number of multi-species recovery plans.

- The Service produced 10 new recovery plans for 15 species. Two revisions of existing plans was completed. There are now 251 approved plans covering 291 species.

- Two species of plants were proposed for delisting on the basis of recovery (purple-spined hedgehog cactus, and Rydberg milk-vetch).

- The Southwest Region completed multi-species recovery plans for four listed cats and for three listed fish.

- The identification and ranking of both species information and site-specific management needs in terms of relative importance and timing for recovery served as the basis for setting recovery task priorities and ensuring implementation. Coordinating plan preparation and implementation of high priority recovery tasks by other agencies greatly increased species recovery efforts; for example, coordination with the Forest Service on the red-cockaded woodpecker, coordination with the National Park Service on the piping plover, and coordination with various States and zoos on the black-footed ferret.

- Several new Habitat Conservation Plans (HCPs) have been proposed. HCPs are required under Section 10 of the Act in order to allow otherwise lawful activities to proceed which might incidentally take a listed species. While HCPs do not directly help toward recovery, they often result in secondary benefits, such as habitat acquisition or management, which have not been directly funded through appropriations. The Service has provided technical support during the planning process for HCPs.

- The Service provided technical advice for a HCP in the Austin, Texas area for several species, including the endangered black-capped vireo, the candidate golden-checked warbler, five listed cave invertebrates, and three candidate plants. Once the HCP is in place, it should result in acquisition and enhanced management for these species.

- In cooperation with the Service, the Nature Conservancy leased a portion of the last remaining Wyoming toad habitat for protection and a small number of toads were taken into captivity to start a captive population.

- The Service implemented a centralized tracking process that will annually provide recovered species trend information.

- The three western Regions (1, 2, and 6) coordinated recovery efforts for the peregrine falcon and appointed a single recovery team for the West. Two existing recovery plans for the species are being linked together.

FY 1990 Activities

Nongame

- Investigative work on wet meadow biota and their association with groundwater in the Platte River Valley will be started. The study will include a mollusks survey and nongame resources mapping.

- A cottonwood/willow restoration project to provide benefits for a variety of nongame species will be undertaken on the Bill Williams River.

- Studies to determine habitat requirements and possible management needs for a variety of nongame species will begin, including Karner blue butterfly, Appalachian Bewick's wren, and Ohio emerald dragonfly.

Listing

- The Service has set a nationwide goal of 50 final listings and 50 proposed listings in FY 1990.

- The Plant Notice of Review was reviewed and extensively revised in FY 1989, and will be published in the Federal Register in the second quarter of FY 1990.

- The Service intends to accelerate the listing process and enhance Candidate status review and monitoring procedures.

- Develop and distribute guidance to other Federal agencies to streamline and improve the Section 7 consultation and Section 10 permits processes.

- Multi-species listing packages will receive new emphasis, particularly foreign species, for example; 1) 6 birds that are CITES Appendix 1 species; 2) snub nosed monkies in China and Vietnam. Protection of ecosystems and recovery of ecologically related species will benefit from this emphasis, particularly for foreign species. Protection of ecosystems and recovery of ecologically related species will benefit from this emphasis, particularly for foreign species.

Consultation

The Service will continue efforts to improve efficiency in conducting consultations through increased programmatic consultations and increased informal consultations on individual Federal actions. In addition, the Service has begun a policy review of the Section 7 program to ensure that Service activities in the consultation arena are consistent.

The following are some examples of significant consultations anticipated for individual Federal activities:

- Operation of Glen Canyon Dam (Colorado River fishes).

- Military training at Camp Grayling, Michigan (Kirtland's warbler).

- Widening of Highway 53, Wisconsin (Gray wolf).

- Corps of Engineers permits in New Jersey wetlands (Swamp pink).

The following activities are anticipated for programmatic consultations:

- Initiation of consultation on the Department of Agriculture's Boll Weevil and Animal Damage Control programs.

- Initiation of consultation with the Environmental Protection Agency concerning another large family of pesticides.

- Continued participation in EPA's pesticide labeling program, including membership on four task forces, prioritization of listed species by vulnerability to pesticides, and distribution of public information materials in compliance with 1988 Endangered Species Act reauthorization directives.

- Consultation with EPA on Toxic Substances Control Act activities (clean up and disposal of industrial chemicals).

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- The Service will provide technical assistance for Habitat Conservation Plans in Kern, San Diego, and Riverside Counties, California.

Permits

o The effectiveness of the Service's permit processes will be increased by development of guidelines for foreign species captive propagation and marine mammal public display permits, and by increased coordination between native species permits and the recovery process in Service Regional Offices.

o The Service will fully implement the CITES ivory trade ban while encouraging interagency efforts to provide technical and financial assistance for restoration of African elephant populations.

Recovery

o The Service set target levels of 49 newly prepared or updated recovery plans for FY 1990.

o The Service's policy guidance document, the Recovery Handbook, underwent extensive review and revision during FY 1989. It will be finalized and issued during FY 1990.

o A workshop and publishing of guidance on HCPs will occur during FY 1990. The Service is limited to providing technical assistance for the development of HCPs.

FY 1991 Proposed Activities

Listing

o Candidate tracking procedures and monitoring practices will continue to receive emphasis:

  - Comprehensive plant and animal Notices of Review will continue to be published in alternating years.

  - A report will be prepared to Congress during FY 1991 detailing the progress on candidate monitoring.

  - The Service has set an expanded goal of 55 species proposed for listing in 1991 and also proposed increased monitoring and status surveys.

Consultation

The Service will continue to promote the recovery of threatened and endangered species through the consultation process, including:

- Continued participation in EPA's pesticide labeling and toxic substances control programs.

- Increased technical assistance as requested by non-Federal entities for activities on non-Federal lands, particularly for the northern spotted owl, red-cockaded woodpecker, and the desert tortoise.

- Increased formal consultation with the Forest Service, the Bureau of Land Management, and other Federal agencies if listing actions proceed for the northern spotted owl and the desert tortoise.

- Examples of anticipated significant consultations include:

  --Federal water withdrawals from Edwards aquifer, Texas.
  --Habitat conservation plan, City of Austin, Texas

Permits

- African elephant conservation will receive increased emphasis through an expanded grants program and a broad international conservation effort.

- The role of CITES in biodiversity conservation will be enhanced through expanded studies of effects of trade on major groups of tropical species and increased U.S. participation in education and training programs in Latin America and Africa.

Recovery

- Emphasis will be placed on a higher level of participation by other Federal agencies, States, and private organizations in the recovery of listed species.

- A report will be prepared to Congress during FY 1991 on the number of recovery plans in place and the progress toward recovery for each listed species.

- The Service will continue to refine the report to Congress on readily identifiable expenditures for the conservation of species.

- The Service will develop a National Conservation Plan for endangered species as required under Section 5 of the Act.

Proposed Law - America the Beautiful
Changes to Current Law Resulting
from Proposed Legislation

(Dollars in Thousands)

		FY 1990 Current Law	FY 1991 Proposed Law	Inc/Dec
Endangered Species	$	24,344	24,452	+108
	(FTE)	(260)	(259)	(-1)

The total increase of $108,000 is comprised of base adjustments totaling $148,000 and program increases as follows:

Endangered Species Listing (+$500,000/1 FTE). More frequent assessments of the status of candidate species will be conducted according to an alternate-year schedule for publication of Notices of Review for plants and animals. Candidate assessment guidelines will be developed to promote more uniform approaches throughout the Service for assessment of candidate species. These additional funds will accommodate the significant costs associated with increased public participation in the listing process, including the preparation and publication of public notices on listing actions and responding to public comments generated by those notices.

Distribution of Changes by Object Classification.
The object class detail for the proposed $500,000 increase is as follows:

Salaries	$ 50,000
Travel	5,000
Transportation of Things	10,000
Supplies and Materials	150,000
Other Services	285,000
Total	$500,000

Prelisting/Listing Activities (+$250,000/1 FTE). Prelisting/listing species of animals and plants is the initial step in the conservation of threatened and endangered species because species must be listed to benefit from the protection provided under the Endangered Species Act. Delisting or reclassification actions are also essential to maintain a credible list.

Nearly 4,000 species in the U.S. are formally recognized as candidates for potential listing; these have been identified in two comprehensive Notices of Review, maintained by the Service, for plants and animals. From this pool of candidates, species are selected for listing using the priority guidelines published in the Federal Register. At current levels, the Service is capable of listing approximately 50 species a year. The proposed level of funding would allow an increase in listing of approximately 6 species a year, as well as increased capability to survey, gather information, and monitor candidate species. Average cost to list a species is $50,000; however, efficiencies in cost will be achieved through multiple-species listing actions.

Distribution of Changes by Object Classification
The object class detail for the proposed $250,000 increase is as follows:

Salaries/Benefits	$ 50,000
Travel/Transportation	20,000
Supplies/Materials	50,000
Other Services	130,000
Total	$ 250,000

Prelisting/Nongame Activities (-$250,000/0 FTE)

The funding provided in past years for nongame was used to undertake conservation measures for candidate species that are currently at high risk of

possible extinction; for example, habitat identification and protection, survey and inventory of potential and known sites, and habitat management for species such as the Bruneau Hot Springs snail and St. Anthony's tiger beetle. Nongame funding was utilized to reduce current threats to survival of those and other species in the same risk status. Monitoring and habitat management required for candidate species by the 1988 amendments to the Endangered Species Act will continue through coordination with other Federal, State, and private conservation agencies or will be conducted at reduced levels.

Distribution of Changes by Object Classification:
The object class detail for the $250,000 decrease is as follows:

Supplies and materials	- $25,000
Other services	- 175,000
Travel	- 50,000
Total	-$250,000

Endangered Species Consultation ($-540,000/-3 FTE)

Increased funding of $750,000 was provided in FY 1990 for endangered species consultations. A portion of the funds were to be used for technical assistance for habitat conservation plans. It is anticipated that the reductions will be as follows: Habitat Conservation Plans - nationwide (-$440,000) and spotted owl consultation (-$100,000). The Service has provided technical assistance in the development of Habitat Conservation Plans in Kern, San Diego, and Riverside Counties in California. Completion of the plans will be funded by the local sponsors. A further reduction is anticipated for spotted owl consultation due to completion of a major effort on conferencing. In FY 1990, consultations on the spotted owl will focus on working closely with the Forest Service and the Bureau of Land Management on a generic or programmatic basis, as opposed to a timber-sale-by-timber-sale basis. The bulk of these consultations should be well underway by FY 1991.

Distribution of Changes by Object Classification
The object class detail for the $540,000 decrease is as follows:

Personnel compensation	- $150,000
Personnel benefits	- 50,000
Travel and transportation	- 50,000
Other Services	- 290,000
Total	- $540,000

Activity: Fish and Wildlife Enhancement
Subactivity: Ecological Services

CURRENT LAW:

(Dollar Amounts In Thousands)

Subactivity		1990 Enacted To Date	1990 Adjusted Approp.	1991 Base	1991 Estimate	Inc.(+) Dec.(-) from Base
Ecological Services	($)	23,458	23,205	23,492	22,657	-835
	(FTE-T)	(484)	(484)	(484)	(486)	-8

PROPOSED LAW:

		Inc/Dec from Current Law
America the Beautiful	[11,511]	[+2,013]
	[(184)]	[(+2)]

Impact of Public Law 99-177

		1990 Enacted To Date	PL 99-177 BA Cancellation	Other Adjustment	1990 Adjusted Appropriation
Ecological Services	($)	23,458	304	+49	23,203

As a result of the $304,000 reduction pursuant to P.L. 99-177, the Fish and Wildlife Service will provide reduced consultation and technical assistance in a number of areas, including resource development project planning and wetland protection, restoration, and enhancement activities.

Adjustments for 1989 pay reprogramming (April 26, 1989), $-61,000; 1990 space reallocation, $+141,000; and proposed reprogramming for pay raise effective January 1990, $-31,000.

Objectives:

1. To pursue all available opportunities to protect, restore, or enhance wetlands provided by provisions of the Food Security Act of 1985 (Farm Bill), Agricultural Credit Act of 1987, Clean Water Act, Emergency Wetlands Resources Act, and the Wetlands and Floodplains Executive Orders.

2. To advocate the conservation, development, and enhancement of fish and wildlife resources and their habitats that may be affected by energy and water resource development projects and other planning programs administered by State and Federal agencies and the Wetlands and Floodplain Executive Orders.

3. To formulate and implement Service activities in the interest of increasing opportunities to protect and enhance wetland resources and values.

4. To continue implementation of the Emergency Wetlands Resources Act based on consideration of multiple public wetland values, including water supply, water quality, flood reduction, outdoor recreation, and fish and wildlife resources.

5. To continue an active role in hydropower development planning in order to prevent and/or mitigate impacts and to enhance important fish and wildlife resources, especially migratory birds and anadromous fisheries.

6. To ensure that all Service interests and responsibilities are integrated into a single response to other agencies and entities when National Environmental Policy Act (NEPA) documents are prepared or reviewed and to oversee Service compliance with NEPA.

Base Program: Through the Ecological Services subactivity, the Service provides expert biological advice to other Federal agencies, States, industry, and members of the public concerning the conservation and improvement of fish and wildlife habitat in connection with land and water development activities. Working primarily through Regional offices and field offices located throughout the country, Enhancement personnel provide on-the-ground assessment of potential fish and wildlife impacts of proposed development activities and work with project sponsors to avoid or minimize these impacts. Enhancement personnel also consult with Federal, State, and local agencies concerning management activities that will maximize the potential of their lands for fish and wildlife habitat use.

Through the Ecological Services Subactivity, the Service will expand and accelerate its efforts to broaden and improve technical assistance and educational information to the private sector and public agencies to increase wetland protection and conservation. A concerted effort will be made to achieve improved protection and mitigation of wetland losses through implementation of projects authorized in the 1986 Water Resources Development Act. The Service is also strengthening its partnership role in predevelopment projects and mitigation planning.

The Ecological Services program is accomplished through five main categories: 1) Agricultural Wetlands Protection and Restoration, 2) Advanced Project Planning (formerly called Pre-Development Consultation), 3) Project Investigations, 4) Permits and Licenses, and 5) Environmental Coordination.

1. Agricultural Wetlands Protection and Restoration ($4,955,000/21 FTE)

The 1985 Food Security Act (Farm Bill), the 1987 Agricultural Credit Act, Executive Order 11990, and Executive Order 11988 provide the Service with the opportunity to actively participate in the conservation and restoration of millions of acres of wetland and associated upland habitats that are crucial to fish and wildlife resources and overall biological diversity throughout the Nation. Through activities under these legislative and administrative

the Nation. Through activities under these legislative and administrative authorities, requests for the Service's technical assistance and wetland restoration expertise have steadily increased. This demand is providing tremendous opportunities for expanding the wetland restoration program throughout the Nation to private landowners who have the desire, but do not have the means, to accomplish wetland restoration. The Service provides technical assistance to USDA and to farmers with approximately 30 percent of its available funds and engages in wetland restoration projects with approximately 70 percent of its available funds.

Wetland conservation and restoration measures associated with this new program thrust have the potential to partially reverse the decline of wetlands observed over the past 50 years and to assist in the achievement of the no-net-loss of wetlands goal. This program contributes to resolving habitat problems identified in the North American Waterfowl Management Plan and assists in meeting goals identified in the National Wetlands Priority Conservation Plan. The Service will continue to assist the Department of Agriculture (USDA) in the implementation of the conservation provisions of the Farm Bill and Agricultural Credit Act. Under the 1990 Farm Bill, the Service expects increased responsibilities and demands for its technical assistance. In 1991, there will be a greater need for the Service to help USDA prepare implementing regulations and procedures to accomplish the environmental goals of the 1990 Farm Bill. The following table provides an indication of the workload anticipated related to Farm Bill activities.

Agricultural Wetland Protection and Restoration (Farm Bill) Workload Table

	FY 1989	FY 1990 2/	FY 1991
Wetland Restoration			
Wetland Acres	35,000	45,000	45,000
Wetland Sites	2,250	2,200	2,200
Technical Assistance			
FmHA Consultations	1,125	2,500	2,100
Swampbuster Consultations	295	575	280
Wetland Easement/Fee Admin. 1/			
Individual Sites	800	1,400	2,000
Acreage of Sites	75,000	125,000	200,000
Total Acres restored, Cumulative	54,370	99,570	132,370

1/ FmHA conservation easements and fee title transfers administered by the Service as a part of the National Wildlife Refuge System.

2/ Reflects restoration accomplished with $2 million increase provided in 1990.

The Service is continuing to work with the Farmers Home Administration (FmHA) in a cooperative effort to implement the previously mentioned executive orders with respect to the lending and disposal activities of that agency. FmHA inventory property, on which wetland conservation easements are secured, is the primary target of wetland restoration activities. Wetland conservation easements established in accordance with section 1318 (Farm Debt Restructure

on FmHA Inventory Property) of the Farm Bill serve as secondary targets of wetland restoration activities. The Service continues to respond to an increased workload because of the large number of delinquent loans that cannot be successfully restructured by FmHA and the expected increase in the size of their inventory land base.

The Conservation Acreage Reserve provision of the Farm Bill (sections 1231-1236) provided for opportunities to protect and restore fish and wildlife habitat and other functional values associated with wetlands. More wetlands will be restored where farmers have entered the land into the Conservation Reserve Program and where private landowners desire to have wetlands restored but do not have the means to accomplish wetland restoration. Over 800,000 acres of the wettest cropland has already been entered into the Conservation Reserve Program. Restoration of these degraded wetlands could provide habitat for the broadest array of wildlife at the lowest cost to the Service. Opportunities to protect and restore wetlands on Conservation Reserve lands and other privately owned farmlands are being pursued where the restored wetlands are secured by formal agreement without the cost of land acquisition. Research on mallard duck productivity will continue to evaluate the significance of Conservation Reserve Program lands to populations.

The Wetlands Conservation provision of the Farm Bill (sections 1221-1223, also know as "Swampbuster") has the potential to inhibit future wetland losses by denying USDA farm program benefits to farmers who produce an agricultural commodity on wetlands converted after the Act. USDA consults with the Service on matters relating to wetland identification, exemptions, and the issuance of regulations to implement the Swampbuster provision. The Service is experiencing an ever expanding workload in Swampbuster activities assisting the Soil Conservation Service in making wetland determinations and consulting with both the Soil Conservation Service and the Agriculture Conservation and Stabilization Service in wetland exemption determinations. As Swampbuster implementation by Department of Agriculture agencies accelerates, so has the workload for the Service. For example, as of the beginning of 1990, only about 25 percent of the necessary wetlands determinations had been made by the Soil Conservation Service (SCS). SCS has set a target of 1991 to complete these determinations, has secured additional funding for this purpose, and is implementing mechanisms to accelerate the wetland mapping process. Wetland mapping conventions are being formulated by the various SCS State offices and mapping teams are being formed. Service participation in establishing mapping conventions and participation on these mapping teams is critical to establishing a reliable base on which the success of the wetland conservation provision will be founded. In addition, USDA consults with the Service under the Water Bank Act to insure that the Water Bank Program is carried out in harmony with wetlands programs administered by the Service and to assure that a solid technical foundation is provided for the Program. The Service expects its consultation responsibilities under the Water Bank Program and Swampbuster to increase as USDA expands the scope of these activities to assist in the achievement of a no-net-loss of wetlands goal.

2. Advanced Project Planning [Predevelopment Consultation] ($9,259,000/191 FTE):

Advanced Project Planning actions provide expert ecological consultation and advice to other Federal agencies, States, industry and the public prior to

initiation of formal project planning or submission of permit and license applications; i.e., at a stage before Service input is required under the Fish and Wildlife Coordination Act and other mandates. In this way, potential problems are identified and resolved before significant amounts of time and money have been expended. Service advice is developed through use of baseline information and through review of alternatives, opportunities, problems, and needs of fish and wildlife over large geographic areas and at specific sites. Baseline information is developed for important resource areas, and the relative importance of these areas is determined in an effort to steer development activities away from important habitats. Particular emphasis is placed on providing technical assistance to public and private entities interested in addressing fish and wildlife issues of concern to the Service before project planning has been completed.

Geographic areas of major effort include: (1) Chesapeake Bay, (2) Great Lakes, (3) Lower Mississippi River Valley and Louisiana Coastal Wetlands, (4) Upper Mississippi River, (5) Prairie Pothole Region, (6) San Francisco Bay and tributaries, (7) Texas Gulf Coast, (8) Pacific Northwest Rivers and Estuaries, (9) Rainwater Basin, Nebraska, and (10) North Slope of Alaska.

While Service activities continue in all geographic areas, these represent areas of greatest emphasis.

Within this category, the Service continues to emphasize several priorities that respond to new opportunities for analyzing impacts and avoiding resource losses, particularly to anadromous fish, migratory birds, and wetlands. Baseline evaluations, resource category determinations, and preproject planning can be divided into three major categories. These are transportation, land management, and energy development.

a. Transportation. The Service works extensively with Federal and State highway agencies to assist in alignment decisions to avoid site-specific project level controversy. In 1987, the Surface Transportation and Uniform Relocation Assistance Act was passed authorizing $13.8 billion for FY 1989-1992. These funds are directed, in part, toward completing the interstate system, upgrading existing highways and bridges, and for mass transportation systems. Passage of this Act will contribute to an increased advanced project planning role for the Service. In addition, the Service works with several Federal regulatory agencies regarding electric transmission and oil and gas pipeline corridors.

b. Land Management. The Service is involved in a variety of early planning efforts to assist Federal, State, and local agencies develop sound multiple use plans that contain fish and wildlife conservation and enhancement features. Such programs include: Bureau of Land Management and Forest Service grazing/range and other land management activities; Bureau of Land Management and U.S. Department of Agriculture Inventory lands; Coastal Zone Management Plan development; Coastal Barrier Resource Act section 6 consultation and estuaries and marine sanctuary designations. A major new thrust on Coastal Barriers will be necessary if Congress adds the Great Lakes and the Pacific Coasts to the system before FY 1991. Work associated with this effort will carry over into FY 1991.

c. Energy Development. The Service is involved in a variety of energy related activities, including Federal and non-Federal coal development, onshore oil and gas exploration and development, and all phases of Outer Continental Shelf oil, gas, and mineral development.

The following table replaces the Pre-Development Consultation Workload table. The items in this table represent areas where the Service is focusing its advanced project planning efforts. While the Service continues to work in the other areas, they are discussed in the narrative above. The Service is focusing those activities with the potential for serious impacts to fish and wildlife resources.

Selected Advanced Project Planning Workload Table

	FY 1989	FY 1990	FY 1991	
Coal and Mineral Leasing Related Activities	375	375	375	
OCS Leasing Related Activities	1,000	1,000	1,000	1/
Coastal Zone Management Program Related Activities	2	2	15	2/
Coastal Barrier Resources Act (Section 6 Exemption Consultations)	75	75	75-150	3/
Consultation in support of Project Investigations	800	800	800	

1/ In 1991, the Minerals Management Service new 5-year plan should be in effect. The workload reflects work associated with the current plan and work associated with up to 26 planning areas in the new plan.

2/ Increase includes Service activities on appeals made by applicants to the Department of Commerce.

3/ Increase reflects possible inclusion of Great Lakes and Pacific Coasts by FY 1991.

3. Project Investigations ($2,742,000/75 FTE):

Through Project Investigations, the Service investigates, reports, and makes recommendations on water resources development projects funded or constructed by the Corps of Engineers, the Bureau of Reclamation, the Soil Conservation Service, and various other agencies. These projects include: COE small projects that are conducted under the Corps Continuing Authority Programs; COE maintenance dredging; Bureau of Reclamation small reclamation projects constructed under the Small Reclamation Loan Act; SCS small watershed projects constructed under the Watershed Protection and Flood Act; and SCS resource conservation and development projects. Nonreimbursable Service activities on these projects include those exempt from the Coordination Act or for such items as NEPA review, funding negotiations, review of feasibility, survey and project planning reports, and participation in construction phase planning.

Using quantitative assessment methodologies, such as the Service's Habitat Evaluation Procedures and Instream Flow Incremental Methodology, Service

personnel can accurately evaluate project effects and propose alternatives that anticipate or adequately compensate for project-induced impacts on fish and wildlife resources. When fish and wildlife impacts are presented to agency planners and project sponsors in the form of quantitative value estimates, these data can be more easily factored into the project planner's evaluation and decision making processes to maximize overall project benefits. These methods also contribute to consistent reviews of projects and their impacts.

The workload table previously included in this section has been deleted. The table represented simply the numbers of such investigations, without regard to the level of Service activity. Because the Service expends considerable effort on some priority projects, but less on others, the numbers of investigations is not an adequate reflection of workload. The Service will continue to review all project investigations focusing on those projects with potential for serious impacts on fish and wildlife resources.

4. Permits and Licenses ($6,595,000/190 FTE):

There are three major efforts under the permits and licenses program: the Corps of Engineers regulatory program, the Federal Energy Regulatory Commission hydropower licensing program, and other permits.

A. Corps of Engineers' Permits: Essential to achieving no-net-loss is a strong wetland regulatory program. The loss of our natural wetland base must be reduced. The Clean Water Act section 404 regulatory program is the only Federal wetland regulatory program that has the potential to address a vast majority of our Nation's wetlands. Over half of the Nation's wetlands have been destroyed, and the rate of continued loss approaches one-half million acres per year. In addition to the Service's routine permit evaluations discussed below, the Service will provide greater advanced support to developers and the Corps to identify valuable wetlands through advanced identification opportunities (i.e., 404(b)(1) and 404(c)). The Service will also continue to assist the Corps and EPA in enforcement activities. The regulatory program administered by the Corps and established by section 10 of the Rivers and Harbors Act of 1899 and section 404 of the Federal Water Pollution Control Act of 1972 (as amended by the Clean Water Act of 1977) is a mechanism by which losses can be reduced or mitigated concomitant with the protection of fish and wildlife resources dependent upon such habitats. Service activities include field assessments, reviews of permit proposals and public notices, analysis of impacts, formulation of recommendations, and preparation of correspondence to the regulatory authority. Followup actions are required to coordinate implementation of recommended actions and to ensure adequacy of the recommendations.

SECTION 10, 404 AND 10/404 WORKLOAD TABLE

	FY 1989	FY 1990	FY 1991
Public Notices Received	11,500	11,500	11,500
No Action	[3,300]	[3,300]	[3,300]
No Objection	[5,200]	[5,200]	[5,200]
Modifications Recommended	[2,400]	[2,400]	[2,400]
Denial Requested	[600]	[600]	[600]
Projects Covered by Nationwide or Statewide General Permits	5,700	5,700	5,700
Pre-Discharge Notification	100	200	200

B. Hydropower Licensing: General Service responsibilities relative to Federal Energy Regulatory Commission (Commission) licenses and exemptions include analysis and preparation of recommendations concerning: fish passage; instream flows; water level fluctuations; water quality as it affects fish and wildlife; threatened and endangered species; impacts of new transmission lines on raptors and other migratory birds; protection of wetlands and other significant or unique habitats; public access; the impact of construction activities such as dredging and dewatering; and the mitigation of project impacts. Field offices respond to requests to review preliminary permits, license and exemption applications, and Environmental Impact Statements. Field offices also participate extensively in preapplication consultation; advising and assisting developers in preparation of Exhibit E (Environmental Reports), which accompany license and exemption applications; developing terms and conditions; coordinating with other agencies; preparing mitigation plans; and recommending and participating in instream flow and other studies. The Service also participates in postlicensing activities (postlicensing consultations) to determine whether or not mitigation recommendations are implemented by the licensee and are effective. The Service participates in issue resolution on recommended terms and conditions with the Commission as required by the Electric Consumers Protection Act of 1986.

Two specific Service activities are necessary to ensure that fish and wildlife values are considered in Commission licensing procedures: coordination and review of site-specific project proposals, and evaluation of the cumulative impacts resulting from proposed and existing projects within the same watershed or basin. Relicensing activities are expected to increase during the next few years as many projects come up for relicensing. The passage of the Federal Power Act subjecting hydropower projects to licensing requirements resulted in many projects being licensed at the same time and, therefore, will be relicensed at the same time as the original licenses expire. Relicensing will peak in 1993, with the bulk of the workload starting in 1990 and continuing to 1995. Service involvement in relicensing applications is generally higher than in license applications because of increased time and difficulty in determining impacts, recommending mitigation and enhancement, and coordination with applicants and the Commission. Compliance and monitoring activities are also expected to increase as a result of implementation of the Electric Consumers Protection Act of 1986. FERC issued relicensing regulations in FY 1989. These regulations increased the Service's

involvement.

In light of the evolving nature of the Service's role due to passage of the Electric Consumer's Protection Act, the adoption of implementing regulations, and the increased complexity of relicensing activities, traditional workload analyses are no longer reflective of the level of effort. The Service is in the process of changing the way of accounting for hydropower workload in FY 1990 to more accurately reflect changes resulting from passage of the Electric Consumers Protection Act of 1986 and the shift to relicensing and post-licensing activities. Output from this new procedure should be available in 1991. The workload, however, is estimated as follows:

FERC Workload Table

	FY 1989	FY 1990	FY 1991
No. of Preliminary Permits	400	350	350
Licences including - relicensing	700	750	750
Post Application Monitoring	975	975	975

The numbers listed above represent the project currently in the FERC files or anticipated for FY 1991. The previous workload table accompanying this section is replaced by this narrative. The table will be revised in FY 1992 to reflect outputs of the new accounting system.

Cumulative impact assessment continues to require specific emphasis. Multiple projects in a basin may have far different impacts upon fish and wildlife resources than can be predicted and addressed based upon case-by-case project analysis. Considerable coordination and review efforts are required in order to identify significant adverse cumulative impacts and develop appropriate mitigation.

C. Other permits: The other permit activity involves Service review and comment on permits and licenses regulated by various other agencies. These permits include: Coast Guard section 9 Permits for construction and operation of bridges and causeways; Nuclear Regulatory Commission permits for construction of nuclear facilities and licenses for operation of such facilities; EPA section 402 (CWA) point source discharge permits; and Bureau of Land Management right-of-way permits to allow multiple use of public lands.

5. Environmental Coordination ($305,000/5 FTE):

Service reviews of environmental documents and impact statements of other Federal agencies receive the necessary quality control and coordination prior to consolidation into Departmental comments. Technical assistance is provided to all Service elements in preparation and review of NEPA documents. The benefit of Environmental Coordination is timely coordination of Service activities pertaining to NEPA compliance and the favorable resolution of conflicts with other Federal agencies. The following table presents the workload trend.

ENVIRONMENTAL COORDINATION WORKLOAD

	FY 1989	FY 1990	FY 1991
Document Review			
Internal	750	750	750
Other Agencies	2,475	2,475	2,475
Scoping Assistance	400	400	400

FY 1989 Accomplishments

The Service continued to carry out its Swampbuster-related wetland identification and exemption review responsibilities. Wetland protection and restoration efforts in association with the Conservation Reserve Program were significantly increased in response to program modification which resulted in large areas of wetland enrollment. Review of FmHA inventory properties and associated wetland protection and restoration were continued as a major priority. Efforts to work with private landowners in the restoration of wetlands were integrated into this program where landowners would agree to provide these lands at no cost to the government.

- The Service restored over 35,000 acres of wetlands along with 21,000 acres of adjacent upland habitat on 2,250 sites.

- The Service reviewed 1,125 Farmers Home Administration inventory properties and proposed the placement of conservation easements on 45,000 acres of environmentally sensitive lands.

- The Service entered into 1,050 agreements to implement wetland restoration projects on Conservation Reserve Program lands and 575 involving other private lands.

- The Service completed consultation with the Soil Conservation Service (SCS) in developing swampbuster mapping conventions for 20 States and 14 regional areas.

- The Service consulted with the Agricultural Stabilization and Conservation Service (ASCS) on 920 commenced conversion applications.

- The Service has assumed the responsibility for administration of an estimated 800 separate wetland areas consisting of over 75,000 acres as a direct result of the Service's Agricultural Wetlands Protection and Restoration Activity.

The Service continued to explore ways of improving its effectiveness in wetlands protection in a number of wetland areas under the Ecological Services Subactivity. The Service continued to work with the Corps of Engineers and the Bureau of Reclamation to identify and take advantage of opportunities to achieve no-net-loss of wetlands through the agencies' civil works programs.

The following are examples of actions taken:

- Assisted the Corps, Bureau of Reclamation and the Soil Conservation

Service in protecting and enhancing wetlands at over 200 construction projects throughout the country, including important fish and wildlife habitat in Galveston Bay, the Upper Mississippi River, Yazoo River, prairie potholes, Central Valley of California and the High Plains.

- Achieved wetland protection by assisting a number of Federal agencies in meeting their Wetlands Executive Order responsibilities.
- Protected thousands of acres of publically-owned wetlands through the section 4(f) and other related highway review processes, including wetlands at San Francisco Bay NWR, and protected, through acquisition, 1400 acres of threatened wetlands in Georgia as mitigation for a highway project.

- Coordinated with other Federal agencies to develop a common technical manual for identifying and delineating wetlands. The Federal Manual for Identifying and Delineating Jurisdictional Wetlands was released on January 10, 1989.

The Service continued to focus attention on protecting anadromous and other important fish resources as opportunities in hydropower and federal civil works programs are developed. In FY 1989, the Service's hydropower workload continued to increase in response to increased relicensing activities. These relicensing activities provide unique opportunities to maintain and restore important fishery resources on already perturbated streams. Of primary concern were anadromous fish restoration programs in the East, and restoration of other migratory fish resources in the Midwest. These activities are in addition to the normal hydropower licensing workload. Following are some examples of accomplishments to protect fishery resources:

- Initiated or continued consultations on over 190 hydropower projects scheduled for relicensing by 1993. These projects affect fishery resources in over 135 river systems primarily in the Northeast and Midwest.

- In the Northeast, facilitated relicensing activities and cooperated with utilities to restore runs of Atlantic salmon, shad, striped bass, and sturgeon, as well as brown trout, brook trout, lake trout and smallmouth bass on many river systems, including the Penobscot (Maine), the Deerfield (Massachusetts) and the Mohawk (New York).

- In the Midwest, conducted initial consultations on relicensing projects affecting coho and chinook salmon, steelhead, brown and brook trout, walleye, smallmouth bass, and lake sturgeon on rivers such as the AuSable (Michigan), the Menominee (Wisconsin/Michigan), and the St. Louis (Minnesota), as well as the Mississippi River.

- Continued work on the Connecticut River with Northeast Utilities to improve downstream migration for anadromous fish and reduce mortality of outmigrating fish.

- Initiated studies at the Swan Falls hydropower project on the Snake River (Idaho) as directed by Congress.

- Cooperated with other Federal and State agencies in the licensing process

for hydropower projects in the Upper Ohio River Basin.

- Coordinated with FERC and project owners to restore anadromous fish runs on the Elwha River and improve instream flows on the White River in Washington State.

- Cooperated with City of Redding, Bureau of Reclamation and FERC to restore the proposed endangered winter chinook run on the Upper Sacramento River (California).

- Coordinated with Bureau of Reclamation to develop and implement the Trinity River Fish and Wildlife Management Plan in California.

- Cooperated with other Federal and State agencies to implement the Northwest Power Planning Act to restore anadromous fish runs in the Columbia River Basin.

- Continued work with the Corps of Engineers, National Marine Fisheries Service and EPA to avoid adverse impacts to nationally-significant shellfish and finfish resources in Galveston Bay, Texas.

- Conducted studies on impingement/entrainment of fish at hydropower projects on the Deep River, North Carolina.

The Service worked to protect and enhance migratory birds and other important fish and wildlife resources through inputs to other agencies in NEPA and Outer Continental Shelf leasing reviews, Coordination Act Reports and in response to requests for technical assistance. Examples of some activities include:

- Reviewed over 2,000 controlled environmental documents from other Federal agencies with a view towards protecting wetlands, migratory birds and other important resources.

- Coordinated with the Department of Defense on the effects of military overflights on migratory birds and endangered species, including protection of wildlife resources in coastal North Carolina through technical assistance to the Navy and Marine Corps.

- Provided detailed assistance to protect pelagic fisheries, migratory birds and endangered species to Minerals Management Service on the proposed 5-year Outer Continental Shelf Oil and Gas Leasing Program for areas off the coasts of Alaska, Washington, Oregon and California.

- Participated in major basinwide resource initiatives in areas such as Albemarle Sound, Chesapeake Bay, the Great Lakes and the Mississippi River.

- Reached agreement with Merced Irrigation District (California) and FERC to obtain sufficient water flows to protect wildlife resources below the project.

FY 1990 Activities

- Opportunities provided by the Food Security Act, including FmHA inventory land and section 1318 debt Restructure Conservation Easements will be continued, as will wetland restoration and the provision of technical assistance to the USDA. Service participation in joint wetland restoration projects will be continued with States and private conservation groups.

- The Service plans to restore approximately 45,000 acres of wetland and associated upland habitat through FmHA, Conservation Reserve Program and private property wetland restoration efforts.

- The Service will enter into discussion with the Resolution Trust Corporation for the purpose of establishing a wetlands protection and restoration program on agricultural and other suitable properties administered by the corporation.

- The Service will, by the end of Fiscal Year 1990, be responsible for the administration of an estimated 1,400 wetland areas, consisting of approximately 125,000 acres, as a direct result of the Service's Agricultural Wetlands Protection and Restoration activity.

- Pursue opportunities presented in the 1986 Water Resources Development Act, including coordination with the Corps on issues of concurrent mitigation and retrofit mitigation at the Corps projects, and identifying existing projects needing modifications to improve environmental quality.

- Enhance wetland protection through increased coordination with the Bureau of Reclamation.

- Continue work on relicensing.

- Continue work on Swan Falls and Deep River studies.

- Continue Federal Wetlands Identification Manual training and evaluate manual after at least one year of operational use.

- Increased technical assistance on highway projects.

FY 1991 Proposed Activities:

Proposed activities which will be undertaken in 1991 include:

- The Service will be expected to play an even greater role in assisting the Soil Conservation Service to complete swampbuster mapping by the end of 1991. The Soil Conservation Service also intends to incorporate the Service's digital wetland data into county level geographic information systems for planning purposes.

- The Service intends to restore 34,000 acres of wetlands under its

Agricultural Wetlands Protection and Restoration Program and an additional 10,000 acres with the approval of the proposed increase.

- The wetland protection and restoration effort associated with the properties administered by the Resolution Trust Corporation should become a reality in late Fiscal Year 1990 and, by early Fiscal Year 1991, field implementation will be initiated.

- The Service anticipates that it will be called upon by a wide variety of Sate and Federal entities to provide wetland protection and restoration assistance as a result of the Presidential wetlands initiative.

- The Service will, by the end of Fiscal Year 1991, be administering an estimated 2,000 wetland areas, consisting of nearly 200,000 acres, as a direct result of the Service's Agricultural Protection and Restoration Activity.

- Initiate cooperative efforts with Bureau of Reclamation using the Bureau's lands, resources and engineering capabilities for wetland conservation.

- Using ecosystem approach, there will be Service participation on major basinwide initiatives in Galveston Bay, Puget Sound, eastern coastal North Carolina, the Great Lakes, Louisiana Delta, and Mississippi River.

- The Service will assist States in developing effective State wetland protection mechanisms.

CURRENT LAW
Increases/Decreases from FY 1991 Base
(Dollars in Thousands/FTE)

	FY 1991 Base	FY 1991 Estimate	Change
Elkins, West Virginia Field Office	347/7	206/7	-141/0
FERC Licensing/Relicensing	2,035/29	1,785/24	-250/5
Maine Suboffice	306/3	0/0	-306/3
Ches Bay Habitat Assessment	50/0	0/0	-50/0
Ches Bay Wetland Maps	75/0	0/0	-75/0
Total	2,813/39	1,991/31	-822/8

Staffing for Elkins West Virginia Field Office ($-141,000/0 FTE). This office provides techical assistance to State and local agencies in monitoring Fish and Wildlife environmental contaminant problems and developing clean up measures in the Kanawa, Ohio and Upper Potomac River drainages and elsewhere in West Virginia. Also, the present staff evelautes and proposed system-wide impact studies and measures to assist with navigation, hydropower and stream restoration efforts. Based on the proposed reduction, the highest priority work would be conducted from an office in Pennsylvania. This reduction can be accommodated through cost savings realized with the closure of the office.

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Distribution of Change by Object Classification

The object class detail for the proposed $141,000 decrease is as follows:

Supplies and materials	$ - 28,000
Personnel compensation/benefits	-80,000
Travel and transportation	- 33,000
Total	$ -141,000

FERC Hydropower Relicensing ($-250,000/5 FTE). The Service will continue to address anticipated relicensing activities in 1991 at reduced levels. With regard to relicensing, the applicant is required to submit a completed application 2 years prior to license expiration and to consult with fish and wildlife agencies. In May 1989, FERC issued regulations concerning relicensing that require the Service to participate in extensive consultation and coordination. The FY 1990 Congressional directive requires the Service to work cooperatively with relicensing applicants. In FY 1990, the Service began working on some of the 200 licenses expiring between 1991 and 1995. The majority of these expire in 1993. In 1989, coordination began on a number of projects. The funding increase provided in 1990 for relicensing has enabled the Service to complete coordination on at least two major relicensing activities and become more involved in about 200 relicensing activities. Also near completion is coordination on new licenses and relicenses on the Ohio River and the relicensing of the Kingsley Dam and related projects in Nebraska. Service work on the highest priority relicensing activities will continue.

Distribution of Change by Object Classification

The object class detail for the $250,000 decrease is as follows

Personal compensation	-	$2100,000
Personal Benefits	-	30,000
Other Services	-	20,000
Total	-	$250,000

Maine FWE Field Office ($-306,000/-3FTE). A field office was established in Orono, Maine to provide technical assistance in the planning process for needed economic development proposals such as hydropower and agricultural facilities. It also provides ready assessability to wetland conservation and restoration projects and to agricultural groups. Staff are currently working with local and state agencies in processing 44 relicensing permits for northern Maine hydroelectrical projects and 26 aquaculture permits for the rearing of Atlantic salmon. Evaluation is being made of permits for dredge and fill related to the Clean Water Act and a contaminants study is underway at a major land fill in Washington County, Maine. With closure of this office in 1991, the highest priority work would be conducted from an office in New Hampshire, relying extensively on coordination with local and State agencies.

Distribution of Change by Object Classification

The object class detail for the proposed $306,000/3 FTE decrease is as follows:

Supplies and materials	-$ 46,000
Personnel compensation/benefits	- 150,000
Travel and transportation	- 60,000
Other Services	- 50,000
Total	- $306,000

Habitat Assessment (-$50,000/0 FTE). Funds provided by Congress in FY 1990 were used to support a habitat assessment study for canvasbacks undertaken by the Patuxent Wildlife Research Center. Ground and aerial surveys were conducted using radio telemetry to investigate areas of known waterfowl use and to determine their value by measuring parameters such as availability of food and cover. The field portion of the study has been completed and data is being analyzed to provide guidance in improving other similar areas of potential habitat value. The results of this will be applied to other habitat assessment activities.

Distribution of Change by Object Classification

The object class detail for the proposed $50,000 decrease is as follows:

Travel and transportation	- $10,000
Equipment	- 10,000
Other Services	- 20,000
Supplies and Materials	- 10,000
Total	- $50,000

Wetlands Advanced Planning (-$75,000/0 FTE). During FY 1990, the Service conducted a pilot program in a Bay subwatershed for advanced planning for wetlands protection. The project identified wetlands and associated sensitive lands, defined major functions of these areas and documented existing and potential threats for human-induced and natural causes.

During FY 1991, this information will be used as a basis for development of Federal, state, and local conservation strategies to protect these areas. The Service will use the study methods and results to conduct other pilot efforts in different bay watersheds and provide a technical assistance product to state and local agencies for their use. Since the field portion of the pilot study was completed in FY 1990, this reduction can be allowed without adverse impact to the resource.

Distribution of Change by Object Classification

The object class detail for the proposed decrease is as follows:

Travel and transportation	-$ 5,000
Other Services	- 35,000
Supplies and Materials	- 10,000
Equipment	- 25,000
Total	-$75,000

Proposed Law: America the Beautiful
Changes to Current Law Resulting
from Proposed Legislation

(Dollars in Thousands)

	FY 1990 Current Law	FY 1991 Proposed Law	Inc/Dec
Ecological Services	$ 9,498	11,511	+2,013
	(FTE) (182)	(184)	(+2)

The total increase of $2,013,000 is comprised of base adjustments totaling $13,000 and an increase of $2,000,000 for the following:

Farm Bill (+$2,000,000/2 FTE). Although there is an improved understanding of the multiple functions and values of wetlands, wetlands are disappearing and being degraded at an alarming rate. Only 95 million acres of the original 215 million acres remain in the lower 48 States. As much as 40 percent of these remaining wetlands have suffered some degree of degradation. As much as 87 percent of wetland losses are attributed to conversion by the agricultural sector. To respond to this problem, the Service initiated a wetland restoration program on agricultural lands in 1987. Almost 55,000 acres of wetlands have been restored (1987-1989) under the Service's Farm Bill Program.

In February 1989, over 2 million acres of restorable cropped wetlands became eligible for enrollment in the Department of Agriculture's Conservation Reserve Program (CRP). The Service has the opportunity to continue enhancing and restoring wetlands through the availability of cropped wetlands entered into CRP and cooperative restoration on private lands. The Service has established a goal of restoring an additional 20,000 acres of wetlands through wetland restoration projects in 1990. The benefits gained from funding provided in 1990 resulted in the restoration of an additional 13,000 acres. The additional $2 million requested in 1991 would allow the Service to continue this rate of restoration, bringing the total for 1991 to 33,000 acres. Wetland restoration efforts will continue on those private lands where the necessary assurances are made available to the Service without charge and the landowner enters into a formal agreement that secures wetland protection for a duration that would benefit fish and wildlife habitat and safeguard the public investment. Seventy percent of the additional funds would be used for wetland restoration (i.e., moving dirt) and 30 percent would be used for technical assistance (development of cooperative agreements with landowners, and monitoring activities associated with restored wetlands).

The funds would be distributed to those eligible areas where agricultural wetland restoration would provide the greatest potential for improvement of important and diverse public resource values (wildlife habitat, water quality, soil and water erosion, and flood prevention) and areas where historic wetland losses have been the greatest. Existing Service personnel and contractors will be used to plan and implement wetland restoration projects with the landowner. It is expected that most of the restoration work would be accomplished through agreements with contractors because of the limited availability of the Service's heavy equipment.

Distribution of Change by Object Classification:

Salaries and benefits	$ 83,000
Supplies and materials	400,000
Other services	1,437,000
Travel	80,000
Total	$2,000,000

Activity: Fish and Wildlife Enhancement
Subactivity: Environmental Contaminants

CURRENT LAW:

(Dollar Amounts in Thousands)

Subactivity		FY 1990 Enacted to Date	FY 1990 Adjust. Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Environmental Contaminants	($)	6,563	6,501	6,547	7,444	+897
	(FTE-T)	(80)	(80)	(80)	(78)	(-2)

PROPOSED LAW:

	Current Law	Inc/Dec
America the Beautiful	[1,924]	[+503]
	[(10)]	[(0)]

Impact of P.L. 101-239

	1990 Enacted To Date	P.L. 101-239 Reduction	Other Adjustments	1990 Adjusted Appropriation
Environmental Contaminants	6,563	-85	+23	6,501

The reduction of $85,000 in the Environmental Contaminants Program will weaken the Fish and Wildlife Service's (Service) ability to document the fate and effects of chemical contaminants in the environment which will further hinder the Service's efforts to recover damages from private responsible parties. The greatest effect of these cuts will be felt in the Great Lakes States, the Northeast, and the Pacific Northwest.

Objectives:

1. To apply knowledge of the fate and effects of environmental contaminants and take measures to prevent fish and wildlife resources from becoming adversely affected.

2. To assess the impacts of contaminants on fish and wildlife in order to focus Service efforts at amelioration of those impacts where they may be occurring.

3. To clean up or cause responsible parties to clean up and mitigate for areas where contamination of Service lands or trust resources has occurred.

4. To serve as the Service's focal point for all contaminant issues that affect its trust resources and responsibilities.

5. To provide technical assistance and support to other Federal and State agencies so that they are better able to effectively carry out

their responsibilities of assessment and elimination of contaminant impacts on fish and wildlife resources.

Base Program ($6,547,000/80 FTE): The Environmental Contaminants subactivity directs efforts to assess contamination of trust resources in order to prevent, reduce and/or eliminate such contamination where it may be occurring. The activity also documents the interrelationships between contaminants and fish and wildlife impacts, i.e., fate and effects at the field level.

Because concern for the potential effects of environmental contaminants encompasses all Service activities, the contaminant effort reaches beyond the limits of this budget activity. Total contaminant funding proposed for FY 1991 for the Service is $25,200,000. This includes the direct influence of the contaminant activity on planning and conducting assessments and/or cleanup actions on National Wildlife Refuges, Service funding for planning and carrying out studies under the Department of the Interior's Irrigation Drainwater initiative, as well as the Service's considerable efforts on contaminant research and development. This effort also includes significant cleanup efforts related to Service facilities and an effort aimed at underground storage tanks to ensure compliance with existing Federal and State regulations. Within the Research and Development component is funding for the maintenance and management of analytical laboratory capability in support of the operational efforts.

FY 1991 Consolidated Contaminant Funding
(Dollar amounts in Thousands)

Activity/Subactivity	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Change
Fish and Wildlife Enhancement				
Environmental Contaminants	$ 6,501	$ 6,547	$ 7,444	+ 897
Refuges and Wildlife Operations*	4,543	4,602	4,802	+ 200
Research and Development				
Contaminants Research*	13,253	13,407	12,154	-1,253
Departmental Irrigation Drainwater				
Initiative*	800	800	800	0
Subtotal, Resource Management	$25,097	$25,356	$25,200	- 156

Refer to the Base Program narrative for this activity of details of the request

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The role of the Fish and Wildlife Service (Service) in contaminants is distinct from that of the Environmental Protection Agency in that the Service role emphasizes impacts upon wild living resources whereas EPA is primarily concerned with human health and safety. The actions that the Service takes in furtherance of its role can be classified as follows: (1) actions that prevent or predict possible environmental contaminant effects, (2) those that are undertaken to assess the impacts of suspected

contaminants, (3) activities that directly result in the management, cleanup and mitigation of identified contaminant problems, and (4) bay estuary programs that integrate the three preceding activities on watershed/significant resource areas. These are discussed below.

Preventing Environmental Contamination: Field contaminant personnel conduct a wide array of activities that are proactive, i.e., aimed at preventing adverse impacts on fish and wildlife from environmental contaminants. In this regard, Service contaminant specialists review area wide planning documents pursuant to section 208 of the Clean Water Act and recommend best management practices to reduce urban and agricultural runoff.

Reviews of National Pollution Discharge Elimination System Permits, authorized by section 402 of the Clean Water Act, screen potential point source discharges that may harm Service trust resources. Technical assistance provided by the Service at the State and local levels in development of State water quality and other standards helps to establish adequate protection for fish and wildlife and their habitats from impacts of contaminants. Additionally, personnel assist in the review of those aspects of permits regulated under section 404 of the Clean Water Act which have the potential to cause contaminant related impacts to natural resources. Environmental contaminant specialists also review permit applications under section 103 of the Marine Protection Research and Sanctuaries Act for ocean disposal and licenses under the Federal Power Act.

Actions such as construction of confined disposal facilities (for dredge spoil) require investigation to determine the likelihood of attracting wildlife onto a contaminated area.

The Service annually reviews proposals for pesticide use on Service and Departmental lands to ensure proper use of pesticides and to suggest more acceptable alternatives. Similarly, contaminant personnel support the pesticide registration process of EPA and evaluate proposals to provide appropriate safeguards in final registrations. Contaminant personnel support the Service's Endangered Species activity by assisting in national consultations under section 7 of the Endangered Species Act, and by providing technical support in pesticide use at the State/county level.

Assessment of Potential Contaminant Problems and Evaluation of Impact: Environmental Contaminant Field Specialists and Regional Coordinators are responsible for designing and carrying out field studies at specific locations both on and off Service lands to identify existing problems and to determine the extent of impacts. This includes:

a. Designing field investigations
b. Determining numbers and species that will be sampled
c. Preparing samples for residue analysis
d. Interpreting the final results.

In FY 1991, the Service will continue work, begun in 1987, on Contaminant Issues of Concern on National Wildlife Refuges. The greatest

number of these studies are directed at assessing the magnitude of potential problems and planning cleanup or abatement activities at those sites where problems are significant. In only a few of the situations will remedial actions be entirely within the purview of the Service; in most, the sources of contamination will prove to be off-site and the remedies more difficult to achieve.

Funding for FY 1990 in refuge contaminants was $4.6 million with $1.9 million dedicated to cleanup activities. Major cleanup efforts are directed at the following:

Parker River - emergency cleanup of hazardous waste
Crab Orchard - plan and design site cleanup
Tinicum - test well monitoring on folcraft landfill site
Great Swamp - conduct required monitoring and coordination
Edwin B. Forsythe/National Key Deer - evaluate, cleanup dump site
Ouray/Benton Lake/Stillwater/Kendrick - develop, study, and evaluate remedial actions at irrigation drainwater sites
Lower Rio Grande - confirm groundwater contamination
Aransas/Anahuac/Bosque de Apache/Hagerman/Salt Plains/ Washita/ - remove, replace, and cleanup underground storage tanks
Iroquois/Wheeler/Yazoo/White River/Overflow/Loxachchee/ Tensas/Sabine/St. Vincent/Lacassine/Erie - remove pesticides
Reelfoot/Culebra/White River/Bombay Hook/Hatchie/Tennessee/Savannah
Okeefenokee/Mattamuskeet/Holla Bend/Pea Island/Carolina/Sandhills/
Yazoo/Loxahatchee - remove and dispose of hazardous chemicals
Kenai/Nowitna - removal of oil drums
Yukon - remove mining wastes
Tensas - cleanup brine pits

Additionally, the Service is actively pursuing remedial action on leaking underground storage tanks that are on Service facilities.

Irrigation Drainwater: Through its Environmental Contaminant personnel, the Service acts as the biological arm of the Department of the Interior's effort on agricultural drainwater. Service personnel are responsible for biological portions of both reconnaissance and indepth study design, collection and preparation of biological samples, interpretation of residue data and preparation of departmental reports. This portion of the effort will indicate if and to what extent fish and wildlife resources are being adversely impacted by ongoing agricultural practices, particularly in the western United States.

As of the beginning of FY 1991 the Service will have completed 19 reconnaissance studies in the following areas: Lower Rio Grande Valley, TX; Lower Colorado, AZ; Tulare Lake Basin, CA; Milk River/Sun River, MT; Middle-Green River, UT; Stillwater, NV; Kendrick, WY; Salton Sea, CA; Upper-Sacramento, CA; Gunnison River, CO; Middle Arkansas, CO; America Falls, ID; Malheur, OR; Klamath Basin, CA; Middle Rio Grande, NM; Angostura, SD; Belle Fourche, SD; Riverton, WY; and Pine River, CO. Four detailed studies will also be completed in FY 1990: Salton Sea, CA; Stillwater, NV; Kendrick, WY; and Middle-Green, UT. Planning and actions regarding remediation at the four detailed study sites will commence in FY 1991.

The Service is working on four reconnaissance studies (Humboldt, NV.; Dolores, CO.; Owyhee/Vale; OR-ID; Navajo, NM.) that will be completed in FY 1993 and is conducting two detailed studies begun in FY 1990.

In 1991, the DOI Task group will publish the results of the reconnaissance and detailed studies that were completed in FY 1990 and will begin planning for remedial action on those sites that warrant action.

The Environmental Contaminant activity is collaborative and supportive of all other Service issues and programs. Contaminant personnel are involved in wetland contaminant issues, particularly related to the North American Waterfowl Management Plan and wetland protection and restoration issues. Additionally, contaminant personnel provide information to Service land acquisition efforts by ensuring that the Service is not acquiring acres that may pose a threat, rather than enhancement, for the nation's wildlife species. Environmental contaminant personnel also assist Law Enforcement activities in cases where suspected or known poisoning occur.

Superfund Activities: The Service also supports the efforts of the Environmental Protection Agency (EPA) and the Department of Justice under the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA Superfund) by conducting Preliminary Natural Resource Surveys on National Priority List Sites. This activity involves the review of each Superfund site for possible impacts on Service trustee responsibilities. Approximately 40 sites are being surveyed annually for EPA; on a reimbursable basis additional sites are surveyed for the Department of the Interior. This level of effort is expected to continue over the next several years. Additionally, the Service provides biological support to the litigation effort by conducting indepth studies that will be utilized by EPA in effecting a cleanup on selected sites. Part of the job of assessing potential impacts on Service trust resources is the conduct of monitoring efforts to serve as early alerts of potential areas of concern. Environmental Contaminant personnel assist in developing information on the buildup of persistent chemicals and pollutants in the Nation's fish and wildlife populations. They work with Research and Development in this effort by collecting and shipping field samples for the National Contaminant Biomonitoring Program.

Management of Contaminant Impacts: The Service has a two-level role in the management of contaminant impacts. Where the problems are confined to Service facilities, the Service is closely involved with all phases of the cleanup process; identifying the various strategies, and implementing the cleanup. On a different level, the principal activity is to monitor cleanup efforts of others when problems occur primarily off Service lands.

The Superfund Act is directed at the cleanup of abandoned, inactive, hazardous waste sites. Federal agencies are expected to require cleanup of hazardous waste sites by responsible parties or, when they cannot be identified, to use appropriated funds to effect cleanup. Presently the only National Priority List (Superfund) site on Service lands is Crab Orchard at which remedial alternatives have been identified. The selection of the preferred alternative should occur during FY 1990 and the selected remedy should begin shortly thereafter. The only other refuges with potentially significant hazardous waste cleanup requirements are Tinicum NEC and Great Swamp NWR, Patuxent NRC and Parker River NWR.

Bay/Estuary Program: The establishment of an estuary program reflects the Service's increasing responsibilities in the protection and enhancement of the nation's bays and estuaries. The Service currently operates facilities and conducts diverse management, assistance and research activities for the benefit of wetlands, endangered species, waterfowl, nongame wildlife species and fishery resources in bays and estuaries including, for example, the San Francisco Bay; the Chesapeake Bay, Delaware Bay, and other Atlantic coast estuaries; the Texas Gulf Coast estuaries; Puget Sound and other estuaries of the Pacific Northwest.

Chesapeake Bay: Since 1984 the Service has been involved in the Chesapeake Bay Restoration Program, a multiagency Federal/State effort directed by the Environmental Protection Agency (EPA). Under this program a number of Federal agencies, including the Service, cooperate with the States of Virginia, Maryland, Pennsylvania, and the District of Columbia to restore water quality in the Bay and its tributaries and to conserve and restore Bay fish and wildlife and their habitats.

The initial Bay Agreement, signed in 1983, was directed toward establishing baseline water quality conditions in the estuary necessary to target pollution control programs to problem sites or areas. An expanded Agreement, signed in 1987, emphasizes the restoration of the Bay's living resources, in particular wetlands, submerged aquatic vegetation, anadromous fish, and migratory waterfowl. The 1987 Agreement further establishes specific reductions of pollutant loadings in Bay waters.

Until recently, the Service's Bay restoration program was conducted by the Fish and Wildlife Enhancement field office in Annapolis, Maryland. Due to the increased emphasis on living resources under the 1987 Agreement, a new Chesapeake Bay Estuary Program has been established as a separate entity within the Service. The activities undertaken by this office will be closely coordinated with other Service programs in the Bay watershed, including research, fisheries and refuges.

1991 Consolidated Chesapeake Bay Funding
(Dollar Amounts in Thousands)

Activity	Estimated FY 1990	Level of Effort FY 1991
Fish and Wildlife Enhancement	$1,365	$1,140
Fisheries	1,704	1,829
Research and Development	625	625
Total	$3,469	$3,594

Under a Memorandum of Understanding with EPA initially signed in 1984, and revised in 1987, the Service has primary responsibility among the cooperating Federal entities for activities relating to the restoration of the Bay's fish and wildlife and their habitat. The Service's work in the Bay Program is focused in three major areas: living resources, water quality and public awareness.

1. Living Resources - the 1987 Chesapeake Bay Agreement recognizes the measure of success for recovery of the Bay will be the restoration of the estuary's fish and wildlife populations. Under the 1987 Bay agreement, the Service plays a lead role in activities relating to the restoration of living resources and their habitats.

   Three key living resources -- submerged aquatic vegetation, anadromous fish and migratory waterfowl -- have declined drastically in recent years and thus are the focus of FWS efforts in the Bay program. Service activities focus on improving understanding of these declines, increasing knowledge of the biological needs and habitat requirements of these species, and developing management plans for their future protection.

   Habitat protection is essential in the restoration of Bay fish and wildlife. Thus, the Service has been active in developing and implementing strategies to preserve and enhance Bay wetlands and submerged aquatic vegetation. Restoration of anadromous fishery spawning habitat is being pursued through a cooperative effort with the States to remove blockages or provide passage at dams, culverts and other obstructions of fish migration.

   At every opportunity the Service integrates its activities in the Bay with existing national fish and wildlife protection programs, such as the Emergency Wetlands Protection Act and the North American Waterfowl Management Plan, the Anadromous Fish Restoration Act, and endangered species activities.

2. Water Quality - The Service plays an active role in efforts to reduce point and nonpoint sources of pollution to attain water quality conditions necessary to support Bay fish and wildlife, and to revise standards and criteria that assure survival of sensitive life stages of these organisms.

The Service has been assessing the impacts of nonpoint source pollution on the Bay's living resources. Studies are planned for key watersheds and subwatersheds throughout the Bay region to identify those that contribute disproportionate levels of nutrients. The results of these studies will be used to help Federal and State agencies target remedial actions in those areas where water quality has been most affected.

The Service is also actively involved in efforts to evaluate the impacts of toxic contaminants on Bay fish and wildlife. Assessments have been completed at Superfund sites and at point sources in industrial and military sites. These analyses are used to establish linkages between water/sediment quality and the relative health of living resources. Broad Baywide investigations to determine suitability of waters to juvenile fish are in early stages.

3. Public Awareness -The Service has played a lead role among Federal agencies in educating the public on the value of Bay resources, the threats to these resources and the steps each individual can take to help protect them. Working with school systems throughout the Bay watershed, the Service has developed educational material that can be used by teachers in their Bay-related curricula.

   The centerpiece of this public awareness effort is "Chessie" the friendly Bay monster. Chessie was first introduced to the public in a story book developed for use in elementary schools. This publication is in wide demand by schools throughout the Bay watershed and recently received national recognition when the Service won a "Take Pride in America" award for its Bay public awareness campaign. A mascot-type costume of the legendary Bay monster has been made for the Service and is used during school visits and other public awareness activities.

   The Service's principal achievement in public affairs is a well-rounded program which provides citizens with information about the species and issues of the Chesapeake Bay. This includes a weekly newspaper column, fact sheets on species and pollution issues, curriculum guides for schools, a poster brochure illustrating the key problems of the Bay and similar materials.

Northeast Estuary Project: In October 1989, the Service established the Northeast Estuary Office, located in Charlestown, Rhode Island, for the purpose of conducting a Congressionally-directed inventory and assessment of living resources and habitats of the coastal areas of southern New England and Long Island, New York. The project focuses on the identification of regionally and nationally significant areas in most need of protection throughout this geographic region for fish and wildlife habitat, endangered species habitat, migratory waterfowl, and anadromous fish values, and the preservation of biological diversity. Included in the project area are the coastal environments of Long Island Sound, Great Peconic Bay, Gardiners Bay, Rhode Island Sound, Block Island Sound, Narragansett Bay, Buzzards Bay, Nantucket Sound, Vineyard Sound, Fisher Sound, and the Lower Connecticut River.

While Long Island Sound and adjacent estuaries have continued to be under stress and become more degraded as a result of pollution, development,

dredging, open water disposal of dredged materials and exploitation of living coastal and marine resources, the Service until now has played only a limited regulatory role in this region with virtually no involvement in the National Estuary Program administered by EPA. With the establishment of the Northeast Estuary Office to assess the status of living resources and habitats and to develop strategies for their protection, the Service is currently assuming an active leadership role in activities relating to the protection and restoration of high priority Federal trustee species and their habitats in the southern New England-Long Island Sound coastal area. This program is expected to both complement and supplement current program activities on water quality in several of these estuaries now being conducted by EPA and cooperative State programs.

Delaware Bay: In July, 1988, the Delaware Estuary was designated to the EPA National Estuary Program. The Delaware Estuary is located in the mid-Atlantic region of the United States and is bordered by the States of Pennsylvania and Delaware to the west and New Jersey to the east. The purpose of the Delaware Estuary Program is to protect and improve water quality and enhance living resources. Service participation has been requested to provide expertise in wetlands, anadromous fish, waterfowl and public awareness. A Memorandum of Understanding has been drafted between the Service and EPA to increase Federal and State cooperation in the conservation and management of the Delaware Estuary.

Albemarle/Pamlico Sounds: In 1986, the Service commenced working on the Albemarle/Pamlico Estuarine Study (APES) with the States of North Carolina and Virginia and other Federal agencies. The Service is represented on both the Policy and Technical Committees and participates in the interagency activities of the program.

The Albemarle/Pamlico estuaries have been more recently altered than Chesapeake Bay and Long Island Sound because of the lower population and less intensive land use. Recently land use and population pressures have resulted in expanding pollution problems that are parallel to those seen in other estuaries.

The role of the Service in the Albemarle/Pamlico Sound Program will be expanded to complement and supplement activities within the multi-agency effort.

ENVIRONMENTAL CONTAMINANT WORKLOAD TABLE 1/

	1989	1990	1991
Fish and Wildlife Monitoring Sites Analyzed for Contaminants	180	180	190 2/
Proposals for Pesticide Use	1,800	1,900	2,000
Pollution Incident Responses	700	600	550 3/
Field Assessments	250	350	400 4/
Technical Assistance	3,000	3,500	3,600 5/
Preliminary Natural Resource Surveys	250	250	250 6/

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1/ Operational entities rely upon Service research laboratories for the analysis of data associated with many of the workload items. Increases in monitoring reflect the start-up of the monitoring program on national wildlife refuges.

2/ The refuge monitoring effort will begin field implementation during FY 1991.

3/ Based on available information, overall, the number of spills has been decreasing and it is anticipated they will continue to decrease.

4/ Analysis for new contaminants, and site specific analyses were combined as subelements under Field assessments. Field assessments have been broadly redefined as: surveys of fish and wildlife under stress or suspected stress. These could be conducted on or off Service lands. Field assessments will increase because of the increased emphasis on Service lands, the DOI Irrigation Drainage effort and involvement with other agencies.

5/ Technical assistance will increase due to increased emphasis on evaluation and cleanup of Service lands and Superfund activities. Additionally, Service expertise is requested by numerous Federal and State agencies in an effort to define exposure and threat to the fish and wildlife resources.

6/ These will include additional surveys requested by the Department, as well as those of the Environmental Protection Agency.

FY 1989 Accomplishments

- The Service responded to several major oil spills, including the Exxon Valdez spill of 11 million gallons of crude oil in Prince William Sound, Alaska. In each case, Service contaminants biologists coordinated efforts to protect trust resources, rehabilitate injured wildlife, and assess the adverse impacts of the spill. Natural Resource Damage Assessment procedures were initiated as outlined in the Superfund and Clean Water Act regulations to establish a basis for obtaining restitution from the responsible parties.

- Cleanup activities on Service lands included locating, identifying, and removing oil and other hazardous materials from refuges, as well as the drilling of test wells for monitoring the extent of groundwater contamination.

- Investigations of migratory bird mortality associated with cyanide leach mining activities were conducted in cooperation with law enforcement personnel. This is an escalating problem throughout the West as efforts to extract residual quantities of valuable minerals, especially gold and silver from old mine tailings, are intensified.

- Conducted more than 100 special investigations of contaminant problems threatening Service trust resources. Much of this effort was focused on National Wildlife Refuges and wetland habitat.

- Surveys to determine the presence of hazardous substances on land being considered for acquisition by the Service were conducted as a routine component of the land procurement process in accordance with Service policy and Secretarial Order #3127. Several of these surveys required the collection of samples for determination of chemical residue concentrations.

- Documentation of off-site migration of chemical contaminants provided direct and indirect benefits to the resource. In the most dramatic example, the determination of elevated chemical concentrations in biota downstream from the Four-County landfill in Indiana by a Service contaminant biologist was instrumental in a successful legal action that resulted in a $2.8 million fine. These monies were used to purchase habitat to help offset the losses attributed to the chemical contamination.

- Reconnaissance investigations, started in FY 1988, were completed on 10 projects as part of the Department of the Interior - Irrigation Drainwater Program. Final reports will be completed in FY 1990. Comprehensive investigations in four areas (Salton Sea, California; Stillwater, Nevada; Kendrick, Wyoming; and Middle Green River, Utah), started in FY 1988 continued. Several of these studies have documented significant deleterious impacts to migratory birds and endangered species attributable to chemical constituents, such as selenium, arsenic, boron, and pesticides, in agricultural drainwater.

- Service contaminant biologists, in cooperation with the Environmental Protection Agency (EPA) and State resource agencies, established bioassessment work groups in several Regions to facilitate the cleanup of hazardous waste sites in a manner that is beneficial to fish and wildlife.

- Decreased bald eagle reproductive success along the coast of the Great Lakes has been documented. Fledgling success is less than half that of inland nests in some locations. Elevated levels of DDT and PCBs are suspected of causing these reproductive failures.

- Cooperative studies with Michigan State University defined dioxin-like contamination in Great Lakes wildlife by use of the H-4-II rat hepatoma bioassay. The assay shows large scale contamination of Great Lakes wildlife and fish. There is also a significant relationship between response in this assay and reproductive effects in birds.

- A report on reproduction in Forsters terns has been published. The results indicate that polychlorinated biphenyls are the probable cause of a reduced reproductive rate in terns within Green Bay, Wisconsin. This and other information has been used to develop the remedial action plan for the Fox River and Lower Green Bay.

- Reproductive failure, including manifestations of deformed embryos and young, has been documented in other migratory birds in the Great Lakes region. The double-crested cormorant, a fish eating species that has had high incidences of malformities, is being studied as an indicator of chemical impacts in the Great Lakes.

- Elevated levels of mercury were detected in largemouth bass from Loxahatchee National Wildlife Refuge and the Everglades National Park. Data from elsewhere in the State indicate that elevated mercury levels in fish are a widespread problem. Levels in fillets exceeded the "action level" (0.5 parts per million) for safe human consumption prompting a request from State of Florida authorities for assistance from the Service. Elevated mercury levels in tissue samples from a Florida panther, an endangered species nearing extinction, have also been found. In fact, mercury contamination has been implicated as the cause of death for one Florida panther. The Service is working with other Federal and State agencies to locate the source of this contamination and to assess the effects mercury may be having on these nationally significant ecosystems in south Florida.

- The Service is conducting a long-term four-state survey (Colorado, Montana, Utah, Wyoming) of bird species used as food by endangered peregrine falcons. The purpose was to determine whether the levels of DDT and related pesticides in the prey base are impairing peregrine falcon reproduction.

- Studies demonstrated a correlation between reduced waterfowl production and herbicide use via a county-by-county comparison in South Dakota.

- In cooperation with EPA, the Service established a framework and a system for prioritizing chemicals for inclusion in the initiative to establish Water Quality Criteria for the protection of wildlife.

- Contaminant biologists devised decision models for use in Section 7, Endangered Species Act consultation on pesticides.

- In cooperation with Refuges and Fisheries, a draft policy on Pest Management on Service lands was developed.

- Three workshops were held for Service field contaminant biologists to transfer state-of-the art methodologies on conducting aquatic toxicity tests. Fish necropsy techniques and the identification of internal and external lesions were also demonstrated as part of the Service's efforts to establish and maintain a level of excellence in the contaminants program.

- A review of the Service facilities in the Chesapeake Bay basin was completed to determine the point and nonpoint source discharges into the Bay from the facilities.

- The publication entitled "Streamside Forest -- the Vital Beneficial Resource" was reprinted based on a strong interest by Bay States and other States throughout the country. The publication describes the use of forest as a best management practice to prevent excessive runoff from farms.

- A report was completed to determine the effectiveness of NPDES permits in protecting fish and wildlife by an analysis of the discharge at an industrial organic chemical manufacturer.

- Designed and conducted numerous wetlands training courses for government and private specialists.

- Influenced stronger regulations for Maryland's nontidal wetlands regulations.

- Established lead in development of a multiagency Chesapeake Bay Waterfowl Management Plan, to complement North American Waterfowl Management Plan.

- Developed innovative proposal to use clean dredge spoil material as fill for waterfowl habitat creation.

- Developed several new exhibits to inform the public about Bay fish and wildlife. One display entitled "Chesapeake Bay: Profile of an Estuary" was developed specifically for the 1988 Boy Scout Jamboree.

- Visited over 30 schools and spoke to over 5,000 students about the importance of restoring Bay fish and wildlife.

- Developed with the National Aquarium in Baltimore a new grade school curriculum entitled Bay B C's: A Multidisciplinary Approach to Teaching About the Chesapeake Bay.

FY 1990 Activities

- A long term plan for the Environmental Contaminants program will be developed outlining the goals and objectives of the program for at least the next 5 years. An implementation strategy will also be established to ensure that the goals and objectives of the plan are successfully met.

- The database being developed for planning and tracking of contaminant activities will be completed and operational.

- At least 100 Service investigations will be conducted, both on and off Service lands, to assess contaminant impacts on fish and wildlife and their habitat. Emphasis will be placed on trust resources, such as migratory birds, endangered species, and anadromous fish, and on Service priorities, such as wetlands. Some of the highest priority investigations will be conducted in the following locations:

  Region 1 Grays Harbor, Tijuana River, Lower Columbia River, Puget Sound; and Seal Beach National Wildlife Refuge.

  Region 2 Playa Lakes, Nueces/Corpus Christi/Baffin Bays, Arkansas River, Upper Gila River; and Texas Gulf Coast and Lower Colorado River National Wildlife Refuges.

Region 3 Great Lakes, Ohio River, Upper Mississippi River; and Minnesota Valley and Gravel Island National Wildlife Refuges.

Region 4 Florida Everglades, Lower Tombigbee River; Perdido Bay, Roanoke River, Tennessee River; and Cedar Island, Mackay Island, and Pee Dee National Wildlife Refuges.

Region 5 Great Lakes, Delaware River, Holston River; and Iroquois, Parker River, Tinicum, Great Dismal Swamp and Great Swamp National Wildlife Refuges.

Region 6 Prairie Potholes, Missouri River, Colorado River, Wyoming wetlands and Rainwater Basin; and Benton Lake and Bowdoin National Wildlife Refuges.

Region 7 Eagle River Flats, Gastineau Channel, Skagway, and Arctic, Kenai, Kanuti, Maritime Islands, and Selawik National Wildlife Refuges.

- Review of the National Contaminant Biomonitoring Program (NCBP) will emphasize bioassessment techniques and detection of chemicals not previously included in the NCBP.

- The framework for a risk assessment model for tissue, water and sediment as part of the development of water quality criteria for the protection of wildlife will be developed in cooperation with EPA.

- Four bioassessment workshops will be conducted to continue the effort to equip Service contaminant biologists with reliable state-of-the-art bioassessment techniques. Three of these workshops will be conducted in coastal areas utilizing indigenous estuarine and marine species.

- Response to the Exxon Valdez oil spill, including Natural Resources Damage Assessment, as well as any future oil spills or hazardous substance releases, will continue.

- Contingency plans for oil spills will be reviewed and updated based on exercises from several oil spills, including the Exxon Valdez. Initial natural resource damage assessment procedures will be incorporated into the contingency plans.

Related to Chesapeake Bay activities, the Service will complete the following action in 1990:

- Assisting the State and EPA in development and implementation of a plan for Baywide assessment and monitoring of the effects of toxic substances, within natural habitats, on selected commercially, recreationally and ecologically important species of living resources.

- A nonpoint source pollution watershed study similar to that conducted in the Choptank River will be conducted on the Rapidan River in Virginia.

- The Service is assisting the States and EPA in prioritizing toxics of concern in the Chesapeake Bay that will lead to development of new standards.

- The Service assumed chairmanship of the EPA Bay Program's multiagency Subcommittee on Public Information and Education. The group works together to develop a coordinated approach among Federal, State, local and private entities to broaden public awareness and encourage citizen participation in the Bay's restoration.

- Working with local school systems, developed a "Volunteers in Bay Education" pilot program to train citizens to visit schools and work with teachers in educating children about the Bay.

- Developed a fact sheet and other educational material on the importance of fish passage.

- Developing Wetlands Mitigation Standards and Criteria handbook.

- Developing Wetlands Advanced Planning projects to accelerate preservation activities.

- Developing chapter on Wetlands Inventory and Mapping for part of Chesapeake Bay Wetlands Implementation Plan.

- Identify significant habitat types and delineate specific habitat sites in the southern New England-Long Island, New York, coastal area in most need of protection as breeding and spawning areas, nursery grounds, feeding and staging areas, wintering areas and migration pathways for coastal species of concern. Identify threats to these areas and their living resources and develop management strategies for their protection. Provide an interim report to Congress on these findings in March 1990.

- Participate fully in the National Estuary Programs for Long Island Sound, Narragansett Bay, Buzzards Bay and New York/New Jersey Harbors, including establishing MOUs with EPA and NMFS.

- Work closely with the States of Massachusetts, Rhode Island, Connecticut, and New York in establishing cooperative programs for the study and protection of living resources and habitats in the estuaries and bays of southern New England and New York.

- Conduct a study to identify historical anadromous fish migration pathways and to inventory existing blockages to fish migration.

- Conduct larval striped bass bioassay in Chowan and Roanoke Rivers to evaluate stocking efforts.

- Planning for a major wetlands quality initiative with a focus on chemical contaminant impacts on biodiversity will be initiated.

FY 1991 Proposed Activities

- Training opportunities for field contaminants biologists will continue to be given high priority within the program. Emphasis will be placed on the use of bioindicators and methods for making more effective use of resource contaminant information.

- Restoration of natural resources funded by damage assessments will be carried out as funds become available under judgments or settlements.

- The Environmental Contaminants Data Management System will be fully operational. Data collected from past investigations will be entered into the system.

- Site specific investigations both on and off Service lands will continue. Effects of chemicals on biodiversity at the organism, population and community levels will be emphasized, with particular focus on the relationship of chemically induced effects on the Service's trust resources.

- A major effort to address contaminant problems encountered by migratory birds over their entire migratory pathway will be implemented. Emphasis will be directed towards declining populations of migratory waterfowl and endangered species.

- Extensive and intensive studies of nonpoint source contaminant problems in the Prairie Pothole Region will be initiated.

- Contaminant studies on endangered fishes of the Missouri and Colorado Rivers will be conducted to determine if chemical constituents are significantly affecting recovery of these species.

Related to Chesapeake Bay activities, the Service will undertake the following action in 1991:

- Development of a handbook for developers on wetlands regulations and functions and values.

- Establish defensible habitat requirements for submerged aquatic vegetation via satellite remote sensing.

- Continue SAV aerial photography and mapping; update SAV status and trends reports.

- Determine more definitive habitat requirements for wintering waterfowl, particularly canvasback and black duck.

- Complete documentation of those areas that are critical habitats and that are worthy of permanent protection; distribute report to wide audience.

- Begin development of an atlas of living resources and significant habitats in coastal southern New England and Long Island as part of an outreach program to the public and scientific community.

- Continue and enhance Service involvement with National Estuary Programs of Long Island Sound, Narragansett Bay and Buzzards Bay and initiate involvement in Massachusetts Bay Program.
- Conduct submerged aquatic vegetation survey in the Delaware Estuary.
- Conduct Waterfowl surveys to develop trends in waterfowl abundance and distribution.
- Complete analysis of impact of dioxins on striped bass fry, eggs and adults.
- Conduct Wetlands Restoration Demonstration study to enhance waterfowl and anadromous fish habitat in the Albemarle-Pamlico Sound region.
- Evaluate the effectiveness of wetland filters in controlling nonpoint source runoff from agriculture.
- Investigate various wetland protection incentives for study area wetlands and develop proposed implementation plan.
- Conduct a trend analysis of waterfowl populations, particularly canvasbacks, and declines in submerged aquatic vegetation (SAV's).
- Conduct a striped bass and commercial fisheries contaminants survey for the Albemarle-Pamlico Sounds.
- Conduct bioassay to address phosphate mining impacts to South Creek and Pamlico River.
- Public Awareness Project: develop various informational packages, fact sheets, portable displays, and videos to provide information on the resources and environmental problems of the Albemarle and Pamlico Sounds.
- Coordinate and conduct a Public Environmental Workshop applying the Adaptive Environmental Assessment methodology. The objective of this workshop is to provide a forum for the different ideas and viewpoints of the resource managers, citizens and interest groups in the study area.

Current Law
Increase/Decrease From FY 1991 Base
(Dollars in Thousands/FTE)

	FY 1991 Base	FY 1991 Request	Change
Underground Storage Tanks	0/0	$1,000/0	+$1,000/0
Environmental Contaminants Field Staffing	$6,547/80	$6,444/78	-100/2
Total	$6,547/80	$7,444/78	+900/2

Underground Storage Tanks (+$1,000,000/0 FTE): The Fish and Wildlife Service (Service) is required to comply with existing Environmental Protection Agency (EPA) regulations on underground storage tanks. These regulations, which took effect in 1988, require that all new and existing underground storage tanks used to store petroleum or chemical products must meet minimum standards for leak detection, monitoring and corrosion protection according to the following schedule:

Spill/overfill protection	December 1998
Corrosion protection	December 1998
Leak detection for tanks installed:	
Before 1965 (or unknown)	December 1989
1965-1969	December 1990
1970-1974	December 1991
1975-1979	December 1992
1980-present	December 1993

Additionally, many States have implemented programs that are more restrictive than the EPA regulations. The Service, as a landowner and manager, is estimated to have nearly 1,000 underground storage tanks within its responsibility. The Service is currently conducting a survey to gather information related to the number of tanks and the cost and schedule for bringing them into compliance with regulations. A database will be prepared based on the results of the survey. This should be completed in early FY 1990. This budget increase will ensure that the Service is able to initiate work toward full implementation of the standards and will include soil borings, determination of need for tank and pipe replacement, installation of monitoring systems and tracking of compliance with both EPA and State regulations, and identification of remedial actions when cleanup is necessary.

Description of Change by Object Classification:

Other services	$ 990,000
Travel	10,000
Total	$1,000,000

Contaminant Field Staffing (-$100,000/-2FTE): Funding provided in 1990 permitted the Service to increase emphasis on field response to contaminant issues. In 1990 the Service was able to perform studies related to irrigation drainwater, address contaminant-disease interactions in the arid west, examine wetland contaminant issues and respond to Superfund/CERCLA responsibilities. As adequate funds are requested in the 1991 budget to address the highest priority contaminant issues impacting Service lands as well as trust responsibilities, the Service is requesting a reduction of $100,000.

Description of Change by Object Classification:

Salaries and benefits	-$ 80,000
Travel	- 10,000
Supplies and materials	- 10,000
Total	-$100,000

Proposed Law: America the Beautiful
Changes to Current Law Resulting
from Proposed Legislation

	FY 1991 Current Law	FY 1991 Proposed Law	Inc/Dec
Environmental Contaminants	1,421/10	1,924/10	+503/2

The total increase of $503,000 is comprised of base adjustments totaling $3,000 and program changes of $500,000 as follows:

Bay Estuary Program (+$600,000/2 FTE): The Service has been involved, under the Environmental Contaminants activity, in investigations in high priority bays and estuaries. These areas such as San Francisco Bay, Galveston Bay, and Albemarle-Pamlico Sound have been conducted with funding requested in 1987 to address site-specific identification and evaluation of contaminant impacts on important fish and wildlife habitats including wetlands. The increase of $600,000 will be directed to other important bays and estuaries. These efforts will allow identification of potential contaminant problems in important estuarine wetlands. A portion of this funding ($400,000) will be directed to Delaware Bay which would permit the Service to cooperate with EPA and National Oceanic and Atmospheric Administration (NOAA) in restoration efforts directed at the Bay. Additionally, $200,000 would be directed to Puget Sound to work in important waterfowl and anadromous fish habitats.

The Service will assess the effects of toxic contaminants on living resources; conduct waterfowl studies focusing on populations and trends, update existing information on wetlands status and trends; and begin a public awareness effort to educate the public on contaminant problems faced by these important habitats.

Description of Change by Object Classification

Salaries	$ 80,000
Supplies and material	20,000
Other services	420,000
Travel	50,000
Equipment	30,000
Total	$600,000

Chesapeake Bay Toxics Biomonitoring - (-$100,000/2FTE). The overall toxic strategy of the Chesapeake Bay Agreement continues to focus on the elimination of toxic substance in toxic amounts from any sources in the Bay. Funds made available in FY 90 were used to obtain specialized equipment and to determine contaminant impacts of point sources and pesticides as part of a one year nutrient study. Toxic monitoring activities by the Service will be decreased as the states develop greater capability in assuming this responsibility within state waters. Biotic sampling of fish and benthic invertebrates will continue at a reduced level with base funds and will be focused on those areas of known high levels of contamination where living resources are present.

Distribution of Change by Object Classification

The object class detail for the proposed $100,000 decrease is as follows:

Salaries and Benefits	- $70,000
Travel	- 10,000
Other Services	- 10,000
Equipment	- 10,000
Total	-$ 100,000

Activity: Fish and Wildlife Enhancement
Subactivity: National Wetlands Inventory

CURRENT LAW:

(Dollar Amounts in Thousands)

	FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc (+) Dec (-) From Base
National Wetlands Inventory	5,097 (40)	5,064 (40)	5,064 (40)	5,064 (40)	-21 (0)

PROPOSED LAW:

		Inc/Dec Current Law
America the Beautiful	[7,085] [(40)]	[+2,021] [(0)]

Impact of Public Law 99-177

	1990 Enacted To Date	PL 99-177 B.A. Cancellation	Other Adjust.	1990 Adjusted Approp.
National Wetlands Inventory	5,097	-66	33	5,064

As a result of the $66,000 reduction pursuant to P.L. 99-177, 66 fewer maps (approximately 1 state) will not be completed toward the 1998 target date.

Adjustment for 1989 pay reprogramming (April 26, 1989), $+33,000; 1990 space reallocation, $+3,000; proposed pay raise effective January 1990, $-3,000.

Objectives:

1. Produce by September 30, 1998, wetland maps for the remainder of the contiguous United States.

2. Produce, as soon as practicable after 1998, wetland maps for Alaska, Hawaii, and other noncontiguous portions of the United States.

3. Report on the Status and Trends of Wetlands by continuously gathering and analyzing data and generating national and Regional reports as needed.

4. Maintain and update the National List of Plants that Occur in Wetlands.

5. Correlate known values of wetlands to the Service's classification system.

6. Investigate the capabilities for updating the wetland maps in areas experiencing rapid changes; maintain standardized procedures for use in

classification and inventory of fish and wildlife wetland habitats; make all the information available to all levels of government and the private sector for use in decision making; and evaluate uses of National Wetlands Inventory products to ensure they meet user needs.

Base Program:

The National Wetland Inventory (NWI) was established to generate scientific information on the characteristics and extent of the Nation's wetlands and deepwater habitats.

Priority areas: In FY 1977, the priority areas were determined to be the coastal zone, including that of the Great Lakes; the prairie wetlands; playas; and the floodplains of major rivers. In Alaska, the priority areas were defined as those being affected by oil and gas exploration and agricultural and population expansion. The priority areas have been further refined to support the North American Waterfowl Management Plan and the Swampbuster provision of the Food Security Act of 1985. Specifically, in Alaska the priorities have been further redefined to include the coastal zone and areas being affected by timber harvest.

Scheduling: After identification of priority areas, scheduling of the mapping sequence is determined by the availability of photography, cost-sharing by other Federal and State agencies (13 Federal agencies and 25 States have participated in sharing the costs of map production), and whether or not wetland maps can be completed in time to assist with ongoing wetland related activities.

Map production: Maps are produced at the National Wetlands Inventory Office in St. Petersburg, Florida. This is a three-year process. In the first year, photographs of an area to be mapped are obtained and field work and photointerpretation are conducted. In the second year, draft maps are produced and sent out for interagency verification in the field. After verification results are available, final maps are produced in the third year.

Computerizing: The new minicomputer located in St. Petersburg allows the Service, on a user pay basis, to begin digital database construction, leading to production of selected color and customized maps and the transfer of digital (computer readable) data to 12 cooperators. The computer also allows NWI to develop procedures to more efficiently update the wetland maps. Various organizations, including the U.S. Navy, Ducks Unlimited and county planning offices, have supported conversion of wetland maps into digital data for computer entry. About 10.5 percent of the contiguous U.S. has been computerized; most recently, the States of Illinois and Washington were completed, and Indiana will be completed in FY 1990. Once in a digital database, other users can obtain the data for a modest charge.

Map Distribution: National Wetlands Inventory maps are distributed by the Service, the U.S. Geological Survey and 24 States. The Service continues efforts to direct users requesting copies of maps to the toll-free number (1-800-USA-MAPS) at the U.S. Geological Survey and to the 24 State-run distribution centers.

Map Uses: The number of users has grown steadily since the maps were first introduced. Requests are common from individuals, private organizations, industry, consulting firms, developers, agencies from all levels of government (municipal, town, county, State, Federal, etc.), and educational/research groups (universities, colleges, etc.).

Resource managers in the Service and in the States are provided with information on wetland location and type, which is essential to effective habitat management and acquisition of important wetland areas needed to perpetuate waterfowl populations and other migratory bird populations as called for in the North American Waterfowl Management Plan.

Agencies from the Department of Agriculture use the maps as a major tool in the identification of wetlands for the administration of the Swampbuster provisions of the 1985 Food Security Act. Copies of all draft and final maps are sent to the Soil Conservation Service's county offices.

Regulatory agencies use the maps to help in advanced identification and in determining wetland values and mitigation requirements. Private sector planners use the maps to determine the location and nature of wetlands to aid in framing alternative plans to meet regulatory requirements. The maps are instrumental in preventing problems from developing and in providing facts that allow sound business decisions to be made quickly, accurately, and efficiently.

Support Activities: Two other sources of data are maintained by the Service to complement the information available from the maps themselves. First, the Service has developed a Wetland Values Database. This system provides relevant literature citations and abstracts for wetland functions and values correlated to the wetland codes that appear on the maps and geographical location. In addition, the Service maintains a National List of Plants that Occur in Wetlands. This list has been incorporated into the Federal Manual for Identifying and Delineating Jurisdictional Wetlands. The Service has developed a protocol to allow other agencies and private individuals to submit additions, deletions, or changes to the list.

Alaska Wetlands Survey: Although completion of mapping in the contiguous United States remains a priority, the Service, in 1987, completed a pilot statistical survey of wetland acreage in Alaska. The present rate of mapping is only 2 percent a year, and this rate is not scheduled to increase until 1999. Many Federal and State agencies, as well as the private sector, have expressed a need for precise estimates of wetland acreage in Alaska, especially for certain wetland categories. Although total wetland acreage in Alaska may be greater than 170 million acres, some wetland categories that serve as critical habitat for important fish and wildlife resources are not extensive. The pilot study was designed to help determine how many study plots will be needed for a complete statistical survey of wetland acreage in Alaska. Using the information developed during the pilot, the Service has determined the cost of a complete survey and is pursuing cost-sharing agreements with other agencies interested in the acreage of Alaska's wetlands. The National Oceanic and Atmospheric Administration funded the coastal portion of the statistical survey. The final report was published in FY 1989.

Wetland Status and Trends Survey: The first status and trends study, completed in 1982, was the first comprehensive, statistically valid effort to estimate the Nation's wetlands. For the first time, a study had produced numbers on the total acreage of wetlands in the lower 48 States, their rate of disappearance over a 20-year interval, and the general cause for the losses.

The results of this effort were reported in two publications: Status and Trends of Wetland and Deepwater Habitats in the Conterminous United States, 1950's to 1970's and Wetlands of the United States: Current Status and Recent Trends.

The information generated from the analysis has been extremely useful and has been cited by major reports that have discussed wetland loss rates (Office of Technology Assessment 1984; National Wildlife Federation 1987; Report to Congress by the Secretary of the Interior 1988; Protecting America's Wetlands: An Action Agenda 1988).

The data have also played a role in the review of some Federal policies regarding wetlands. Legislative language and Congressional reports make reference to these loss rates in both the Swampbuster Provision of the Food Security Act of 1985 (P.L. 99-198) and the Emergency Wetlands Resources Act of 1986 (P.L. 99-645).

The Service is mandated by the Emergency Wetland Resources Act of 1986 to complete a National update of wetland status and trends by 1990. This effort began in FY 1988; purchase of wetland aerial photography for about 3,700 sample plots Nationwide occurred during 1989. Additionally, photo-interpretation and area measurement for approximately one-third of the total sample plots will continue. All data collection, analysis, and production of an updated report is targeted for completion in 1990.

National Wetlands Inventory Workload Factors

Workload Factor	FY 1989 Actual	FY 1990	Estimated FY 1991
Percentage of conterminous U.S. mapped (cumulative)	61%	65%	70%
Percentage of conterminous U.S. computerized	10.5%	11%	11.5%*
Percentage of Alaska mapped (cumulative)	18%	20%	22%
Number of wetland maps distributed	143,000	145,000	147,000**
Number of States for which wetland mapping is active	36	35	34
Number of States for which wetland mapping is complete (cumulative)	13	14	15

* The cost of digitizing is completely paid for by the user.
** The Service is continuing its efforts to direct users to the 25 State-run distribution centers.

FY 1989 Accomplishments

- Produced wetland maps for an additional 5 percent of the contiguous United States and 2 percent of Alaska.
- The Inventory had active cost-sharing arrangements with nine States and five Federal agencies for map production. This brings the total, since the beginning of the project, to 25 States and 13 Federal agencies.
- The inventory continued to make a major effort to direct users to the United States Geological Survey and the 24 State-run distribution centers to reduce the number of requests on the Service.
- Sent 9,682 copies of the National Wetlands Inventory maps to the Soil Conservation Service's District Conservationists as a tool to help farmers comply with the Swampbuster provision of the Farm Bill. This brings the cumulative total to more than 53,682.
- Completed purchasing of aerial photography needed for updating the wetlands status and trends report to Congress and, additionally, photointerpreted and area-measured approximately one-third of the sample plots needed for the 1990 update of the wetlands status and trends survey.
- Completed the final report on the status of estuarine wetlands of the coast of Alaska. The work was paid for by the National Oceanic and Atmospheric Administration.
- Completed the development of a wetlands digital database for Washington, paid for by the State, to bring the total to five States.
- Continued the construction of a wetlands digital database for Indiana, paid for by the State.
- Distributed the "National List of Plant Species That Occur in Wetlands" in support of the Federal Manual for Identifying and Delineating Jurisdictional Wetlands.
- Installed and converted software on the minicomputer, including the new software developed by the Bureau of Land Management.
- Completed the report "Wetlands of the California Central Valley: Status and Trends", addressing status of wetlands in the mid-1980's, in 1939, and the changes between those two time periods.

FY 1990 Activities

- Produce wetland maps for an additional 4 percent of the contiguous United States and 2 percent of Alaska.
- Complete the update of the Wetland Status and Trends Report due to Congress by the end of the fiscal year.
- Complete the development of a wetland digital database for Indiana, paid for by the State.

- Initiate, if funds are provided by the States, the development of a wetland digital database for Virginia.

- Continue to direct map users to the United States Geological Survey and to the 24 State-run map distribution centers for copies of the wetland maps.

- Continue to seek cost-sharing arrangements with States and Federal agencies to support the production of wetland maps and the development of digital databases.

- Continue to seek outside funding to complete the statistical survey of the status of inland wetlands in Alaska. This will require that data be collected for an additional 1,000 plots at a cost of $225,000.

- Continue to send copies of all draft and final National Wetlands Inventory maps to the Soil Conservation Service's District Conservationists as a tool to help farmers comply with the Swampbuster provision of the Farm Bill.

- Implement needed software enhancements to the Service's Wetlands Analytical Mapping System software.

- Restructure and load the wetland value database on the minicomputer in St. Petersburg, Florida.

- Begin using the computer capability to build the National Wetlands Inventory National Digital Database.

- Maintain and update the wetland plant list as necessary. Develop documentation to support the wetland indicator status for the plants on the list.

- Produce, by April 30, 1990, a report that provides:

  An assessment of the estimated total number of acres of wetland habitat as of the 1780's in the areas that now comprise each State; and

  An assessment of the estimated total number of acres of wetlands in each State as of the 1980's and the percentage of loss of wetlands in each State between the 1780's and the 1980's.

FY 1991 Proposed Activities

- Produce wetland maps for an additional 5 percent of the contiguous United States and 2 percent of Alaska.

- Continue to seek cost sharing arrangements with State and Federal agencies for map production.

- Continue to direct users to the United States Geological Survey and State-run wetland map distribution centers.

- **Complete the development of a wetland digital database for Virginia, paid for by the State.**

- **Maintain and update the wetland plant list as necessary. Develop documentation to support the wetland indicator status of the plants on the list.**

- **Continue to utilize the computer capability to build the National Wetlands Inventory National Digital Database. Seek outside funding for continued wetland map computerization.**

- **Enhance the Wetlands Value Database by adding new abstracts.**

Proposed Law: **America the Beautiful**
Changes to Current Law
Resulting from Proposed Legislation

National Wetlands Inventory

	FY 1990 Current Law	FY 1991 Proposed Law	Inc/Dec
National Wetlands Inventory	5,064/40	7,085/40	+2,021/0

The increase of $2,021,000 consists of $21,000 in base adjustments plus program increases detailed below.

National Wetlands Inventory (+2,000,000/0) - The Emergency Wetlands Resources Act (1986) directs the U.S. Fish and Wildlife Service to update the "Status and Trends of Wetlands in the United States" report by the end of FY 1990 and to provide updates at 10-year intervals. The initial report to Congress, completed in 1982, was the first comprehensive, statistically valid effort to estimate the Nation's wetlands. It provided acreage estimates of wetlands in the lower 48 States and documented an average annual net loss of 458,000 acres of wetlands. The information generated from this analysis has been cited by major reports that have discussed wetland loss rates.

This increase request is a component of the Service's FY 1991 wetlands initiative. The funding will enable the Service to intensify the National grid so that accurate regional wetland acreage change information can be developed for the Atlantic and Gulf Coasts, Great Lakes, Lower Mississippi River Aluvial Plain, and Prairie Pothole Region in Fiscal Years 1992, 1993, and 1994 respectively. In future years, this increase will enable accurate regional data for the Southeastern United States and the Playa Lakes Region in the Southwest to be developed.

Regional intensifications will support other resource efforts underway within the States, the Service, and the Department and fill a significant wetland information data gap identified by the National Wetlands Policy Forum. It will provide the information needed to develop or alter

management programs to ensure sound stewardship and protection. It also will provide the wetlands data needed to support the Secretarial initiative on Global Change and the President's No-Net-Loss policy.

The proposed increase will also enable the status and trends effort to be transformed into a continuous mode, with reporting at a 5-year interval and interim estimates as necessary. A continuous wetland trends inventory would involve updating a percentage of the plots each year; e.g. 10 percent of the plots each year on a 10-year cycle. Advantages gained from a continuous trend process include:

- o better coordination with resource priorities;
- o better responsiveness to State and regional needs;
- o more accurate and current assessment of the wetland resource; and
- o better use of existing data.

The proposed increase will also enable the Service to regain its mapping rate of at least 5 percent of the contiguous United States per year, because the cost of the wetlands status and trends work would no longer have to be absorbed internally. This would enable the Service to meet the 1998 deadline for mapping the conterminous United States.

Distribution of Change by Object Classification:

Contract	$1,465,000
Aerial photography	300,000
Equipment	200,000
Supplies and materials	25,000
Travel	10,000
Total	$2,000,000

Justification of Program and Performance

Activity: Refuge and Wildlife Summary

(Dollar amounts in thousands)

CURRENT LAW:

		FY 1990 Enacted To Date	FY 1990 Adjusted Appropriation	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Refuge Operations and Maintenance	$	125,669	123,263	123,479	123,723	+ 244
	(FTE)	(2,266)	(2,249)	(2,249)	(2,234)	(-15)
Law Enforcement Operations	$	22,913	22,725	22,975	24,575	+1,600
	(FTE)	(399)	(399)	(399)	(408)	(+9)
Migratory Bird Management	$	11,620	11,625	13,262	14,206	+ 944
	(FTE)	(167)	(184)	(184)	(186)	(+2)
Total Requirements	$	160,202	157,613	159,716	162,504	+ 2,788
	(FTE)	(2,832)	(2,832)	(2,832)	(2,828)	(-4)

PROPOSED LAW: America the Beautiful		FY 1991 Estimate	Inc/Dec Current Law
Refuge Operations and Maintenance	$	5,509	+5,201
	(FTE)	(0)	(0)
Migratory Bird Management	$	6,393	+2,000
	(FTE)	(1)	(+1)
Total ATB	$	11,902	+7,201
	(FTE)	(1)	(+1)

Authorization: 16 U.S.C. 742a-742j - Fish and Wildlife Act of 1956 . The Act of August 8, 1956, as amended, established a comprehensive national fish and wildlife policy. It authorized the Secretary of the Interior to take steps "required for the development, management, advancement, conservation, and protection of wildlife resources through research, acquisition of refuge lands, development of existing facilities, and other means."

16 U.S.C. 668dd-668ee - National Wildlife Refuge System Administration Act of 1966. This Act constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

16 U.S.C. 3101 - The Alaska National Interest Lands Conservation Act of December 2, 1980, provided for the designation and conservation of certain public lands in Alaska. It established 9 new and enlarged 7 existing wildlife refuges in Alaska.

16 U.S.C. 460k-460k-4 - Recreational Use of Fish and Wildlife Areas, commonly known as the Refuge Recreation Act of 1962, authorized the Secretary of the Interior to administer refuges for recreational use when such uses do not interfere with the primary purposes for which these areas were established.

16 U.S.C. 470-470b, 470c-470n - The National Historic Preservation Act of 1966, as amended, directed Federal agencies to preserve, restore, and maintain the historic cultural environment of the Nation.

Since the establishment of Pelican Island NWR, FL, in 1903 as the first refuge, over 30 refuges have come into the System through special legislation.

16 U.S.C. 715-715d, 715e, 715f-715r - Migratory Bird Conservation Act, as amended. The Act authorized the Secretary of the Interior to conduct investigations related to migratory birds.

16 U.S.C. 703-711 - Migratory Bird Treaty Act of 1918, as amended. The Act implemented treaties with Canada, Mexico, Japan, and the Soviet Union. The Act established the Federal responsibility for protection and management of migratory game and nongame birds, including the establishment of season length, bag limits and other hunting regulations, and the issuance of permits to band, possess or otherwise make special use of migratory birds. Except as allowed by implementing regulations, this Act makes it unlawful to pursue, hunt, kill, capture, possess, buy, sell, purchase, or barter any migratory bird, including the feathers or other parts, nests, eggs, or migratory bird products.

16 U.S.C. 661-667 - Fish and Wildlife Coordination Act, as amended. The Act authorized the Secretary of the Interior to assist Federal, State and private organizations in the management of wildlife and their habitats; to conduct wildlife surveys and investigations; and for other related purposes.

16 U.S.C. 718 - Migratory Bird Hunting and Conservation Stamp Act. Commonly referred to as the "Duck Stamp Act," this Act requires waterfowl hunters, 16 years of age or older, to purchase and possess a valid Federal waterfowl hunting stamp prior to taking migratory waterfowl.

18 U.S.C. 42; 16 U.S.C. 3371-3378 - The Lacey Act Amendments of 1981. This Act provides authority to the Secretary of the Interior to designate injurious wildlife and ensure humane treatment for wildlife shipped to the United States. Further, it prohibits the importation, exportation, transportation, sale, or purchase of fish and wildlife taken or possessed in violation of States, Federal, Indian tribal, and foreign laws. The Amendments strengthen and improve the enforcement of Federal wildlife laws and improve Federal

assistance to the States and foreign governments in the enforcement of their wildlife laws. Additionally, the Act provides an important tool in the effort to gain control of the smuggling and trade in illegally taken fish and wildlife.

16 U.S.C. 1361-1407 - Marine Mammal Protection Act of 1972, amended in 1981. This Act establishes a moratorium on the taking and importation of marine mammals, including parts and products, and defines Federal responsibility for conservation of marine mammals, with management authority vested in the Department of Interior for sea otter, walrus, polar bear, dugong, and manatee.

16 U.S.C. 742j-1 - The Airborne Hunting Act. Section 13 of the Fish and Wildlife Act of 1956 is commonly referred to as the Airborne Hunting Act or Shooting From Aircraft Act and prohibits taking or harassing wildlife from aircraft, except when protecting wildlife, livestock, and human health or safety as authorized by a Federal - or State-issued license or permit.

16 U.S.C. 668-668c - Eagle Protection Act, as amended. This Act makes it illegal to import, export, or take bald or golden eagles, or to sell, purchase, or barter their parts, or products made from them, including their nests or eggs.

16 U.S.C. 1531-1543 - Endangered Species Act of 1973, as amended. This Act prohibits the importation, exportation, taking, and commercialization in interstate or foreign commerce of fish and wildlife and plants that are listed as threatened or endangered species. The Act also implements the provisions of the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES).

Public Law 99-648 - Emergency Wetlands Resources Act permits the collection of entrance fees, thirty percent of which may be utilized for refuge operation and maintenance.

Increase - Refuge Operations and Maintenance (+9,102,000/+1)

+$ 200,000/1	Non-point Pollutants--Increased emphasis will be placed on non-point pollutants and their effects on refuges.
+$ 400,000	Volunteers--This increase will provide for better transportation and housing for volunteers.
+$ 250,000	ANWR--Provides baseline data essential for making decisions related to oil and gas activities.
+$ 3,052,000	Refuge Maintenance--This increase will enable the Service to decrease the backlog of many high priority maintenance items.
+$ 2,400,000	Wetlands Initative - Federal/Private Cost Sharing--Funding is requested for this program and is included under the new America the Beautiful proposal.
+$ 2,800,000	Wetlands Initiative - Water Rights--Funding is requested for this program and is included under the new America the Beautiful proposal.

Decrease - Refuge Operations and Maintenance (-3,657,000/-16)

-$ 100,000/1 **Alaska Refuge Operations--Base funding is adequate to fund the Alaska refuges operation.**

-$ 532,000/12 **Refuge Operations--Sufficient funds will remain to allow continuation of essential operational activities.**

-$ 300,000 **Hawaiian Refuges--Sufficient funds will remain after the proposed decrease to continue effective management of the Hawaiian refuges.**

-$ 750,000 **Alaska Subsistence Grants-- Federal funding is not essential for continuance of this grant program.**

-$ 150,000 Water Rights--Base funding is adequate to continue this program. Funding for a similar program is being proposed under the new America the Beautiful initiative.

-$ 1,000,000 Oregon Coastal Aquarium--The project is completed and no additional funds are needed.

-$ 325,000/3 Lake Ophelia Operations--Base funding is adequate for operation of this project.

-$ 500,000 Challenge Grants--Funding is being proposed for inclusion in the new America the Beautiful account with a focus on project proposals that will exclusively benefit wetlands.

Increase Law Enforcement Operations--(+1,750,000/9)

+$ 750,000/5 Incident Reporting--Will provide for the modification and upgrade of the computerized Law Enforcement Management Information System.

+$ 250,000 Drug Control--Enforcement efforts will be more effective by equipping additional refuge and law enforcement officers with sophisticated technical equipment and training.

+$ 300,000/1 Great Lakes--Increase enforcement efforts into illegal commercialization now affecting Great Lakes lake trout.

+$ 450,000/3 Forensics Lab--Will provide funds for full operation of the lab.

Decrease Law Enforcement Operations--(-150,000/0)

-$ 150,000 African elephant--Funding to support African elephant conservation is requested under the African Conservation Fund.

Increase Migratory Bird Management--(+3,344,000/1)

+$ 594,000 Pintail Ecology Work--Will support improvement of assessment techniques to determine the status of populations, production and mortality.

+$ 750,000 Migratory Bird Survey/Banding--Will enhance the Service's ability to appraise the status of migratory birds.

+$ 400,000 **Wetlands Database--Funding is requested to develop a wetlands database and is included under the new America the Beautiful proposal.**

+$ 500,000/1 **Wetlands Restoration--Funding is requested to initiate technical and operational support for wetlands on and off Service lands and is included under the new America the Beautiful proposal.**

+$ 1,100,000 North American Waterfowl Management Plan--Funding is requested to support the Plan is and included under the new America the Beautiful proposal.

Decrease Migratory Bird Management--(-400,000/0)

-$ 400,000 Nongame--Monitoring and assessment of nongame migratory bird populations will be continued at reduced levels.

Justification of Program and Performance

Activity: Refuges and Wildlife
Subactivity: Refuge Operations and Maintenance

(Dollar in Thousands)

CURRENT LAW:

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Appropriation	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Operations	$	91,807	91,128	91,096	88,288	-2,808
	FTE	(1,852)	(1,835)	(1,835)	(1,820)	(-15)
Maintenance	$	33,862	32,135	32,383	35,435	+3,052
FTE		(414)	(414)	(414)	(414)	(0)
Total	$	125,669	123,263	123,479	123,723	+ 244
FTE		(2,266)	(2,249)	(2,249)	(2,234)	(-15)

PROPOSED LAW:
America the Beautiful

			Inc/Dec Current Law
Operations	$	[5,509]	[+5,201]
	(FTE)	[(0)]	[(0)]

Impact of Public Law 99-177

	FY 1990 Enacted To Date	P.L. 99-177 B.A. Cancellation	Other Adjustments	FY 1990 Adjusted Appropriation
Refuge O&M	$ 125,669	-1,613	-793	123,263

Summary of Sequester Impact:

The sequester will impact operations and maintenance on refuges. Refuges will have reduced planning for habitat management, public use activities, visitor service programs, biological management activities, equipment/vehicle operations, training and travel. Also, some cyclic and other maintenance activities will be reduced or delayed.

Specific examples of impacts are elimination of the proposed moist soil unit at Mathews Brake NWR; reduced programs related to noxious weed control at Lake Woodruff, Choctaw, and St. Vincent NWRs; and reduced planting of warm season native grasses on the Rainwater Basins.

Other adjustments: Adjustments of -$1,598,000 for 1989 Pay Reprogramming (April 26, 1989), a proposed reprogramming of -$137,000 for pay raise effective January, 1990; and 1990 space reallocation of +$942,000.

Base Program: The National Wildlife Refuge System is an extensive network of Federal lands providing habitat valuable to wildlife. The System includes:

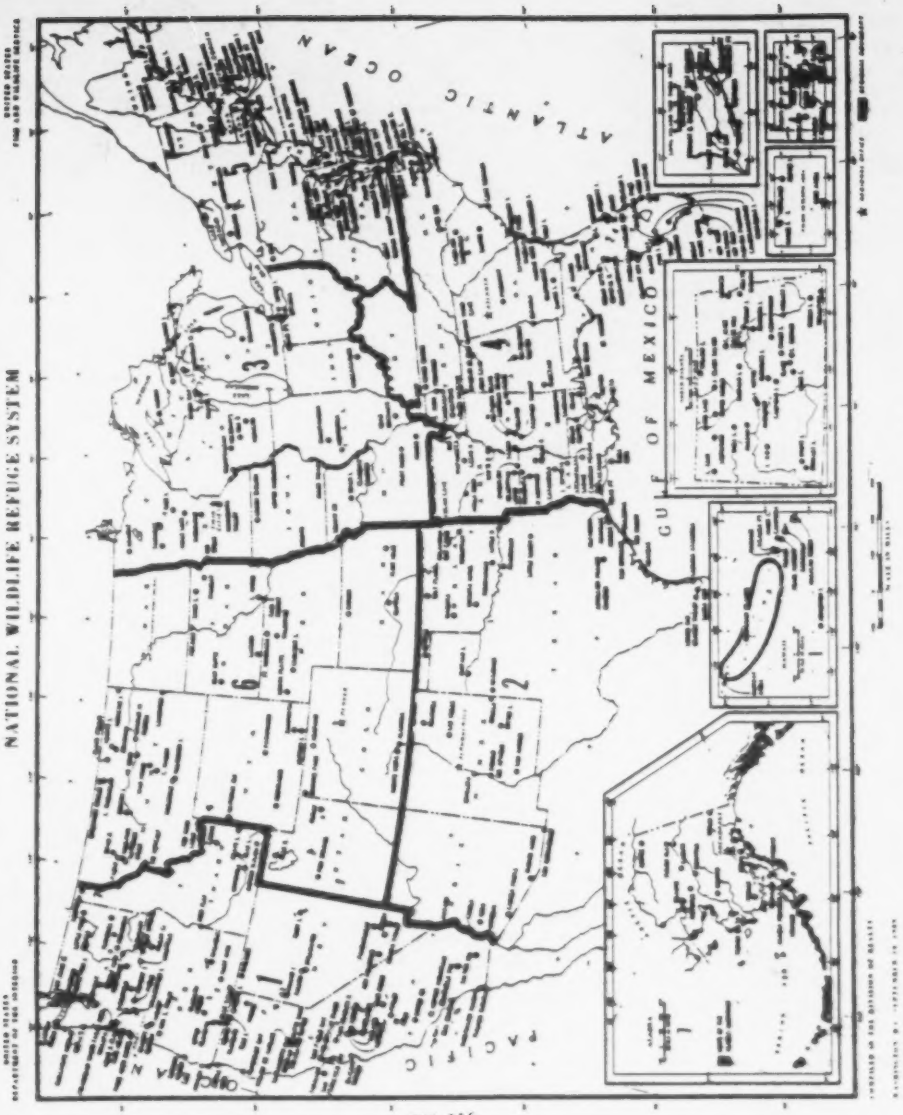
National Wildlife Refuges	FY 1989	FY 1990 Estimate	FY 1991 Estimate
Number of Refuges	454*	463	472
Midcontinent Waterfowl Management Production Unit (Minnesota)	1	1	1
FmHA Properties in States	22**	23	23
Acres (Millions)	89.0***	89.2	89.3
Waterfowl Production Areas (WPAs)			
Number of WMDs	28	28	28
Counties with WPAs	161	161	161
Total Acres (millions)	1.8	1.9	1.9
Coordination Areas (Managed by States)			
Number of areas	55	55	55
Acres (millions)	0.4	0.4	0.4
TOTAL ACRES SYSTEMWIDE (millions)	91.2	91.5	91.6

* Represents total number of Refuges as of September 30, 1989.

** Represents lands acquired from the FmHA in 22 States as of September 30, 1989.

*** Represents total acreage for all items under the National Wildlife Refuges category (Refuges, Wetland Management Districts, Midcontinent Waterfowl Management Production Unit, and FmHa Properties) as of September 30, 1989.

National Wildlife Refuges (NWR's). The mission of the National Wildlife Refuge System is to provide, preserve, restore, and manage a national network of lands and waters sufficient in size, diversity and location to meet society's needs for areas where the widest possible spectrum of benefits associated with wildlife and wildlands is enhanced and made available to the public. The map on the following page shows the location of National Wildlife Refuges within the system as of September 30, 1989. At the close of 1989, the National Wildlife Refuge System contained 454 refuges and lands acquired from FmHA in 22 states. Nine new refuges and new FmHA parcels in 15 states were established during FY 1989, bringing the total, as of September 30, 1989, to 454 refuges and nearly 800 FmHA parcels in 22 states. The new refuges are: Logan Cave in Arkansas; Florida Panther in Florida; Cameron Prairie and Lake Ophelia in Louisiana; Sunkhaze Meadows in Maine; Cape May in New Jersey; Pettaquamscutt Cove in Rhode Island; Sacramento River in California; and Laguna Cartegena in Puerto Rico. The new land parcels from FmHA are in Iowa, Kansas, Colorado, New York, South Dakota, Tennessee, Wisconsin, Louisiana, Montana, Michigan, Minnesota, Mississippi, Nebraska, North Carolina, and Oregon.


NATIONAL WILDLIFE REFUGE SYSTEM
ATLANTIC OCEAN
GULF OF MEXICO
PACIFIC
OCEAN
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In FY 1990, the Service anticipates adding 9 new refuges to the system including A.C.E. Rivers, South Carolina; Grays Harbor, Washington; Bond Swamp, Georgia; Lake Thompson, South Dakota; Oahu Forest, Hawaii; Hamden Slough, Minnesota; St. Catherine's Creek, Mississippi; Roanoke River, North Carolina; and National Driftless, Iowa/Illinois. The Service expects that approximately 9 additional refuges will be added in FY 1991. The refuges that are planned for acquisition in 1991 include Cypress Creek, Illinois; Ohio River Islands, West Virginia; Stone Lakes, California; James River, Virginia; Angelina, Texas; Grand Cote, Louisiana; Grand Bay, Mississippi; Nutches River, Texas; and Patoca River, Indiana.

Waterfowl Production Areas (WPA's). Wetland Management Districts (WMDs) are management units that consolidate WPAs for administrative purposes. WPA's range in size from 40 to 2,000 acres and include scattered wetlands acquired pursuant to Section 4(c) of the Migratory Bird Hunting and Conservation Stamp Act. WPA's are either lands acquired in fee title or easements on private land which prohibit the draining, filling, leveling or burning of the wetlands. Fee title WPA's are open annually to hunting and trapping but other uses may be authorized or permitted. WPA's are located in 161 counties in 10 states, primarily in the northern Great Plains (prairie pothole region), and include lands acquired from FmHA. These lands are shown on the following map (all counties shown with exception of one in Idaho and one in Maine). WPA's in Iowa, Michigan, and Wisconsin are managed by the states under cooperative agreements.

Coordination Areas (State-managed). These federally owned areas are managed by states as wildlife management areas under cooperative agreements with the Service. The Service reviews state management plans and manages the real property interests. The total number of coordination areas for FY 1989 was 55.

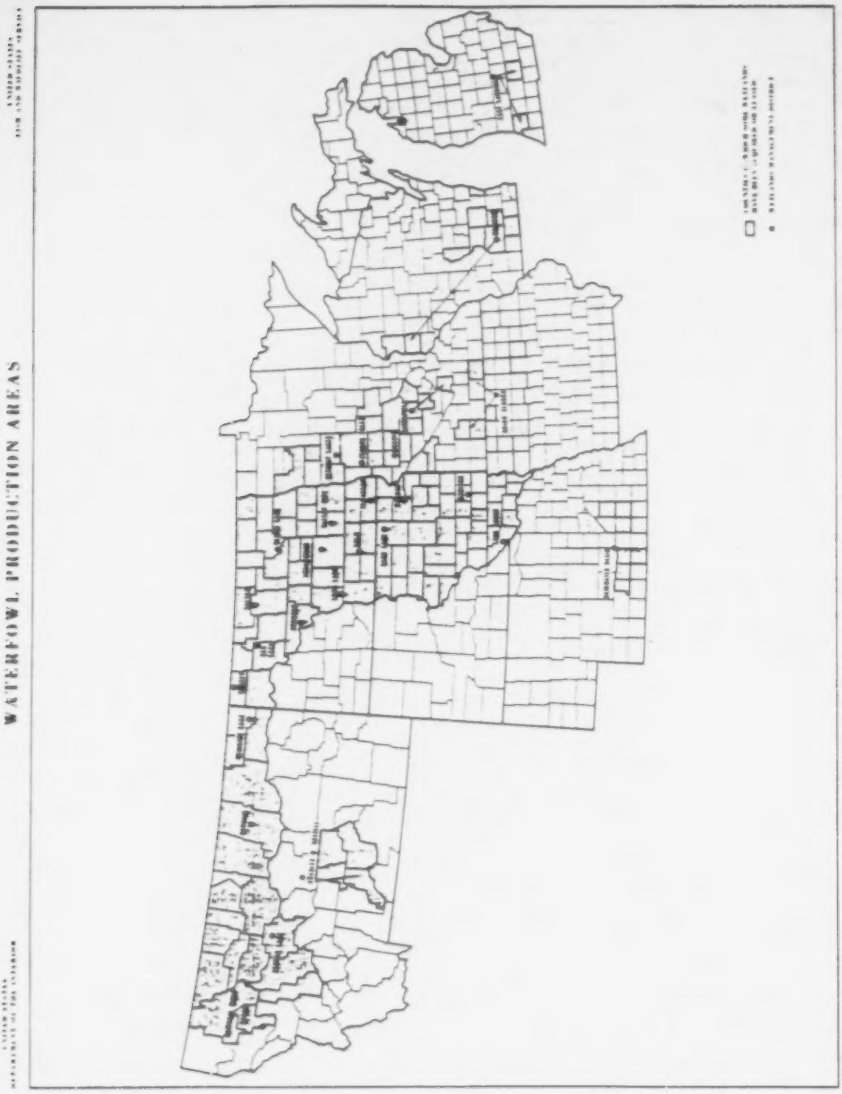
Description of Major Refuge Categories. Resource management on National Wildlife Refuges is comprised of two major categories: (1) Operations and (2) Maintenance. The following discussions identify the objectives and provide descriptions of the work accomplished in both categories. Since Operations in Alaska are different from those in the rest of the nation, Alaska refuges are discussed separately. A single discussion of Maintenance will suffice since differences between Alaska and other states and territories are primarily related to the magnitude of the tasks.

OPERATIONS ($91,096,000/1,835 FTE)

Goals of the National Wildlife Refuge System (NWRS). The following broad goals of the NWRS describe a level of responsibility and concern for the Nation's wildlife resources for the ultimate benefit of people.

A. To preserve, restore, and enhance in their natural ecosystems (or in as natural as practicable) all species of animals and plants that are endangered or threatened with becoming endangered. This includes protection of wetlands and prevention of further deterioration of these lands critical to the survival of many species.

B. To perpetuate the migratory bird resource.



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C. **To preserve a natural diversity and abundance of fauna and flora on refuge lands.**

D. **To provide an understanding and appreciation of fish and wildlife resources and to provide refuge visitors with high quality enjoyable recreational experiences, oriented toward wildlife, to the extent these activities are compatible with the purposes for which a refuge was established.**

OPERATIONS - REFUGES EXCLUSIVE OF ALASKA: (77,229,000/1,655 FTE) - Service operations are discussed under ten sub-categories. The approximate percentage of operational base funds devoted to each category is identified.

Wildlife Populations Management (2%) - Wildlife populations are the principal resource of national wildlife refuges and serving the needs of those populations is the primary responsibility of the Refuge System. Success of refuge operations is largely measured in terms of wildlife populations and their response to management. Population/habitat assessment involves censuses and surveys of wildlife populations and their habitats. This includes assessment of reproductive success, establishment of survival rates, and determination of mortality. It also includes assessment of wildlife habitat needs and responses to habitat manipulations, and the management of economic and public uses to ensure compatibility with the primary purpose of the refuge.

Marsh and Water Management (38%) - Over one-third of the acreage in the Refuge System consists of wetlands. The availability and management of water on refuges varies considerably and includes management of lakes, streams, marshes, reservoirs, bays, lagoons, and tidal pools. Some refuges, particularly those in the West, must operate within limits established by State water-rights laws and local irrigation districts that dictate the amount of water available to the refuge. Water quantification is at a critical point in management of many refuges.

The wetlands are a nationally significant resource that contribute to our economy, food supply, surface and ground water supply/quality, and flood control, as well as the health of plant, fish and wildlife resources including endangered or threatened species, resident species and migratory birds. Losses of wetlands are continuing at an estimated rate of 450,000 acres annually. In its protection and enhancement activities, the Service focuses on rare or declining wetland types within an ecoregion that are subject to identifiable threat of loss or degradation. Categories of wetlands the Service is concerned with are marine subtidal, riverine wetlands, submerged vegetated wetlands, aquatic bed wetlands, estuarine subtidal, lacustrine wetlands, palustrine and open water. Agricultural conversion is responsible for 87% of the annual wetland loss.

Marshes are a prominent physical feature of many refuges and are extremely important to waterfowl management. Highly productive marshes may be created and maintained by systems of dikes, pumps and water control structures. Individual units may be managed to serve specific requirements of wildlife such as nesting, feeding, resting, or sanctuary areas for waterfowl or for specific species of wildlife or plants.

Another management technique has been the development of "greentree reservoirs" on refuges. Low level dikes are constructed around blocks of mast-producing trees to permit flooding during winter months when the trees are dormant. Waterfowl use these areas extensively, feeding on seeds, mast, and emergent plants in the shallow impoundments.

Grassland Management (8%) - The Refuge System contains approximately 3.6 million acres of grasslands that are managed for wildlife benefits. Along the Gulf Coast, the strategy is to reduce vegetation height and old growth to provide sites where geese can browse the short green forage. In other sections of the country, grassland is managed to maintain the necessary variety of vegetation, thus providing habitats for a diversity of wildlife species. Although primary emphasis is given to maintaining optimum habitat for ground-nesting waterfowl and other birds, other wildlife such as antelope, buffalo, elk and deer also benefit from this management. Haying and grazing are permitted if they are compatible with wildlife management objectives.

Forest Management (14%) - The Refuge System includes approximately 16 million acres of forests that are managed to provide suitable habitats for a variety of wildlife species. Such management may include controlled burning, tree planting or commercial harvesting to alter habitat composition or succession to stages that meet the desired objectives of the specific refuge. In other areas, the goal may be to maintain climax forests or certain forms of over-aged or diseased trees which support the desired wildlife species like bears, martens, wood ducks, and red-cockaded woodpeckers.

Natural Area Management (5%) - Wilderness and natural areas provide varied recreational and scientific benefits to the public. They also provide essentially undisturbed environment required by some wildlife species. Such areas also serve as standards against which to assess the effects of management on other lands.

Cropland Management (8%) - The primary objective of cropland management is to supplement natural food and cover for wildlife. In some cases it can also help alleviate depredation on adjacent private lands. Farming operations are conducted by refuge personnel or by permittees. Commonly, the refuge portion, under a sharecrop arrangement, is left standing on the fields for wildlife use. Currently available data show that approximately 60,000 acres are farmed.

Habitat Fire Management (3%) - The objective of the program for habitat management is to protect and enhance habitat for fish and wildlife production and diversity. The use of fire as a habitat management tool on national wildlife refuges includes the use of prescribed fire to meet resource habitat objectives. Habitat fire management is made complex by a diversity of geographic terrain, habitat types, and benefiting species ranging from Alaskan taiga to Florida sawgrass prairies.

The resource management objective of habitat manipulation requires approved prescribed burn plans plus evaluation plans. The use of fire as a natural habitat management scheme requires the use of specific tools and skills to assure safe, ecological, and economic benefits.

Expenditures by Major Categories	FY 89	FY 90	FY 91 Request
Equipment purchase/replacement	1,364	1,000	1,000
Training	338	280	840
Operation	2,983	2,200	1,640
TOTAL $	5,025	3,480	3,480
TOTAL FTEs	64	64	64

Departmental Firefighting

Through the new departmentwide fire account, the Service maintains a staff of Refuge Fire Management Officers and Fire Ecologists who provide both a cadre of expertise and a reservoir of instructors to keep all employees involved in the fire habitat management program fully trained. The Service uses national inter-agency standards as the basis for qualification of refuge employees to conduct prescribed burns. The Service, while meeting or exceeding interagency standards, focuses on time and cost efficiencies in implementing total fire management. These courses integrate prescribed fire, fire ecology, and management responsibilities within the standards.

NUMBER OF TRAINEES

Type of Training/Courses	FY 87	FY 88	FY 89	FY 90	FY 91 Request
Fish and Wildlife Basic (Trainee)	54	98	53	75	48
S - Courses (Trainee)	96	95	140	150	193
I - Courses (Trainee)	5	47	35	45	48
Heavy Equipment Tactics and Safety Course					100
Fire Management for Managers Course					120
Fire Ecology Course					200
Other Formal Courses	26	54	49	50	62

Emergency Fire Management Activities - In FY 1990 Congress appropriated $13.9 million for FY 1990 for the Service's emergency fire suppression through a new consolidated account within the Bureau of Land Management. The FY 1991 request continues funding at the $13.9 million level.

Regulatory Activities Related to Refuges (10%) - Regulations governing the general administration of refuges, the issuance of permits, and other administrative aspects of refuges are found in 50 CFR Parts 25 through 36. Executive Order 12291 and the Department's implementation instructions will continue to require centralized regulatory management by the Service. Routine law enforcement activities to assure compliance with refuge regulations vary and include the normal enforcement problems associated with wetland easements, hunting and fishing, protection of government and personal property, and public safety. Special enforcement problems arise periodically requiring the full range of law enforcement capabilities. Refuge personnel with law enforcement authority must deal with incidents involving drugs, homicides,

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Public Use Management (9%) - Service policy encourages, where compatible with refuge purposes, public recreational programs which provide an array of opportunities to observe, enjoy, and learn about fish and wildlife populations and their habitats. To this end, refuges offer trails, boardwalks, observation towers, auto tour routes, visitors centers, slide and film presentations, exhibits, demonstrations, and other interpretive programs. Other related activities include backpacking, picnicking, and hiking. Fishing and hunting are available on some refuges. In FY 1989, the Service initiated one new fishing and three new hunting programs on four refuges. In concert with the recently adopted National Recreational Fisheries Policy, the Refuge System will be developing fishing programs that accommodate expanded public use activities.

Statistics from the 1987 Public Use Report for the National Wildlife Refuge System have shown that, of those visiting refuges, approximately 91% do so to participate in some form of interpretation, education and/or wildlife-oriented recreational activities. The 1988 Report on Outdoor Recreation Resources and Opportunities to the Domestic Policy Council explains how the public demand for recreation is changing and growing as well. The trend shown in the 1985 National Survey of Fishing, Hunting, and Wildlife Associated Recreation (FWS) on public use of refuges has continued to rise. These surveys show that there is an increasing demand for recreation closer to home. The Service has many refuges located in close proximity to these urban areas. This trend of location-use offers tremendous potential and opportunity to enhance the public's image, appreciation, and support for the mission and goals of the Refuge System.

The anticipated level of public use activities on refuges nationwide follows:

NATIONAL WILDLIFE REFUGE SYSTEM PUBLIC USES

Activity	Estimated FY 1990 Levels Visits
I. Interpretation (auto tours, visitor centers, exhibits and self-guided wildlife trails)	12,039,000
II. Environmental Education (students and teachers)	193,000
III. Hunting (migratory birds and resident game)	1,100,000
IV. Fishing (warm/cold, fresh and salt water)	5,384,000
V. Wildlife Observation (photography, field trials)	15,148,000
VI. Camping, ORVs, Other Non-Wildlife (camping, picnicking, swimming, boating, waterskiing)	2,696,000
VII. Other Consumptive Wildlife Recreation (trapping, crabbing, clamming)	612,000
Total.....	37,172,000 *

* The most recent public use statistics on refuges is 1987 data. These statistics will be updated upon implementation of the Resource Management Information System.

The Emergency Wetlands Resources Act of 1986 provides for entrance fee authority on refuges. Federal Migratory Bird Hunting and Conservation (Duck)

Stamps may be used as an annual admission pass. Receipts from the sale of Duck Stamps are deposited in the Migratory Bird Conservation Fund and are used for land acquisition. Receipts from the sale of all other admission permits (e.g., Golden Eagle) are disbursed 70 percent to the Migratory Bird Conservation Fund and 30 percent to refuge operation and maintenance. Receipts returning to refuges are used to: (1) reimburse field stations for fee collection costs; (2) help defray operations and maintenance costs associated with the activities and facilities; (3) maintain the quality of existing public use facilities; and (4) provide resource (wildlife or habitat management) and related public use (enhanced viewing or interpretive opportunities) benefits. Priority is given to the distribution of funds to the collecting stations; however, revenues may be used for operation and maintenance of any unit of the National Wildlife Refuge System.

Volunteer Program Management (2%)- Since 1982 the Service has conducted a public participation program in which volunteers donate their time, skills, knowledge, and enthusiasm. Volunteers perform duties such as wildlife trapping and banding, general maintenance tasks, information and visitor services, clerical work, habitat surveys, wildlife population censusing, report writing, environmental education, habitat manipulation, and laboratory assistance.

In FY 1988, over 12,000 volunteers donated over 400,000 hours for a benefit to the Service of nearly $4,000,000 worth of labor. The cost/benefit ratio approaches a significant 1:4. This value is based on calculating free labor costs versus minimum wage costs per hour/per volunteer plus benefits. The volunteer program is a Service-wide initiative. Fiscally it is identified under operations of refuges and wildlife because the majority of volunteers contribute to the Refuge System. However, volunteers work in other programs of the Service as well.

Funding is used to enhance volunteer programs through Servicewide training courses, volunteer awards and recognition, housing, uniforms, administrative overhead, equipment and supplies, transportation, staff, and supervision.

The volunteer program promotes the Service's education and partnership mission through colleges, universities, and high schools. It allows the Service to promote partnerships with state and local governments, individuals, and public and private groups at all levels and to increase the opportunity for the public to strengthen and preserve National Wildlife Refuges and Fish Hatcheries, and the diverse responsibilities of the U.S. Fish and Wildlife Service.

Historic and Archeological Resource Management (1%). Refuges contain numerous significant prehistoric and historic sites that are worthy of study and conservation. Such sites range from historic shipwrecks to evidence of some of this hemisphere's earliest human inhabitants. In response to the legal requirements of the National Historic Preservation Act of 1966, cultural resource surveys and evaluations are performed to identify important sites that may be impacted by Service activities. The Service coordinates the evaluation of sites with State Historic Preservation Offices and the National Park Service to determine their eligibility for listing in the National Register of Historic Places. The study and excavation of Service administered archeological sites conforms to the various requirements of the Archaeological

Resources Protection Act of 1979, the Antiquities Act of 1906, and their implementing regulations.

FY 1989 Accomplishments:

Archeological

In addition to hundreds of projects involving routine compliance with the National Historic Preservation Act and the Archeological Resources Act, the Service undertook a number of major historic preservation efforts in FY 1989.

On Stillwater NWR, reports on test excavations, collection of surface artifacts, and analysis of human remains were completed; and over 4,000 human bones were reinterred in a vault constructed by the Service on the Refuge. At Malheur NWR, an initial inventory was completed, law enforcement activities were increased to deter looting, and work was initiated to address treatment and disposition of the identified human remains at the prehistoric burial and village sites exposed by receding floodwater.

Lighthouse repair work was completed on refuges in Georgia, Hawaii, Maine, and Massachusetts. In response to various Federal historic preservation requirements, the Service's Northeast Region completed broad title surveys and literature reviews for Chincoteague, Back Bay, and Eastern Shore of Virginia NWRs. The Service also completed extensive terrestrial and underwater documentation of World War II historic sites on Kiska Island in the Alaska Maritime NWR to support designation of the area as a National Historic Landmark, and participated as a full partner in work aimed at mitigating damage to archeological and historic sites resulting from the oil spill cleanup efforts in Alaska.

Management of Wetlands on National Wildlife Refuges

Moist soil management projects included the development of a Moist Soil Management Plan by the southeast region to assist managers nationwide on improving moist soil development; the active management of 1,200 acres of marsh areas acquired for addition to the San Bernardino NWR; the reversion of previously farmed croplands to wetlands at Bosque del Apache NWR; the development of 280 acres of moist soil units including 13 impoundments for intensive water management at Salt Plains NWR; and the development of comprehensive moist soil management plans at Erie and Blackwater NWRs.

Other Service wetland projects included the restoration or enhancement of 2,045 acres of wetlands in the upper midwest, 1,088 acres in the central states region, and 22,377 acres in the southeast region; establishment of a Wetland Management District in Mississippi to help protect and manage scattered small wetlands; and marsh management on Edwin B. Forsythe and Seatuck NWR to control salt marsh mosquitos. A cooperative project with Mississippi State University and the U.S. Forest Service was initiated to manage water regimes in greentree reservoirs; and with the receding waters of the Great Salt Lake, Bear River Migratory Bird Refuge commenced management of 25,000 acres of marshes in primary impoundments.

Education

Service education projects in FY 1989 included the development of general information leaflets, wetland enhancement brochures and teacher education packets; promotion of stewardship through exhibits, displays, videos, presentations, and interpretations to refuge visitors; development of methods to promote the message of the need to protect habitat and the species that depend on these habitats; development or updating of numerous publications such as bird lists and general refuge or hunting leaflets, exhibits, and interpretive signs; installation of orientation kiosks on several refuges; and completion and nationwide distribution of booklets such as "A Summer in the Life of Wild Mallards" and "National Wildlife Refuges, Wildlife's Best Friend". Environmental education activities included teacher workshops for college credit.

Endangered Species

Each year the Service acquires new lands for endangered species which are managed within the National Wildlife Refuge System. In FY 1989, the Service acquired 67 tracts at the Lower Rio Grande Valley NWR (approximately 150 miles along the Rio Grande River) providing critical habitat to the ocelot and jaguarundi. The addition of Leslie Canyon to the San Bernardino NWR, Arizona brought into the system about 1,200 acres of upland, riparian and aquatic habitat to protect the endangered Sonoran topminnow, Yaqui chub, and unique ash-willow-cottonwood riparian habitat.

Fire

Fire management projects in FY 1989 included prescribed burns in the following areas: on 7,000 acres at Arkansas NWR which, with the maintenance of numerous fresh water dugouts, provided habitat for a record high flock of 144 whooping cranes; at a number of refuges in the northeast to provide migratory bird habitat (for example, to encourage plant growth for wintering snow geese at Bombay Hook and to provide successful breeding for woodcock at Moosehorn NWR); on 10,800 acres in the southwest to improve habitat for resident species; in marshes on six refuges in the southeast for waterfowl (resulting in increases of up to 42,000 migratory bird use-days on some refuges); and at Wertheim NWR to control phragmites in impounded wetlands. In addition, there were 1,300 acres of marsh burned in Mississippi through a joint venture with the Mississippi Department of Conservation.

Contaminants

In FY 1989 irrigation drainwater studies were conducted at Malheur, Klamath Basin, Sacramento, Salton Sea, and Stillwater NWRs; cleanup was accomplished on three sites on the Lower Rio Grande Valley NWR (Old Farm Site, Fronton Site, and Madero) with pesticides and other environmental contaminants; removal of barrels of sulfuric acid from S nta Ana NWR was completed; on the Crab Orchard NWR Superfund Site, Sangamo-Weston and the Service completed a Remedial Investigation/Feasibility Study; investigations were in progress or completed on all twelve refuges in the southeast listed in the July, 1986 report "Contaminant Issues of concern on the National Wildlife Refuges and systematic investigations for possible contamination on an additional 15 refuges were completed. The results of the twelve completed studies are:

Wheeler NWR - 90%, of DDT isolated and buried; Laxahatchee NWR agricultural/ municipal drainwater samples indicate poor water quality is changing vegetation; Savannah/Tybee NWR; no contaminants found at Tybee; however, elevated concentration of tin, lead, and nickel were found at Savannah; Tensas River NWR - sampling of high organochlorines has led to a ban on fishing, Yazoo NWR, pesticide monitoring indicate threatening level for pisciviorous birds; Alligator River - mercury levels monitored in fish and in sediments is not higher that control levels; Big Lake NWR - no contaminant levels of concern found; Overflow NWR - some organochlorine pesticides have been found in fish samples and monitoring will continue; White River NWR - sampling of organochlorines and heavy metals in fish indicate elevated levels; National Key Deer NWR - with banning the use of pesticide on refuge, the population of the endangered Swallowtail butterfly has increased; Lacassine NWR - low levels of Aldrin derivitives have been found in fish populations, but not at levels of concern; Sabine NWR - mercury and other heavy metals have been found in crabs, oysters, and shrimp. In addition, industrial wastes (DDT) monitoring of wood duck eggs, redwing blackbird nestlings, and duck wings was conducted at Wheeler NWR; cleanup of asbestos contamination was initiated on John Hay, Seatuck, Wertheim, and Target Rock NWRs; and hazardous waste site studies continued at Tinicum NEC and Great Swamp NWR.

In FY 1989 $11,500 was spent on trash and rubbish removal at the proposed headquarters site for Parker River NWR. In eraly FY 1990 it was determined that the site contained hazardous waste and the Service instituted emergency clean-up measures. A comprehensive site assessmemt is planned for FY 1990.

Habitat

The Service monitored and recorded responses to environmental parameters on the Sonoran population of desert tortoises at Havasu, Cibola, Imperial, Kofa, Cabeza Prieta, and Buenos Aires NWRs in Arizona and populations of desert Bighorn sheep on refuges in New Mexico and Arizona. Waterfowl nesting success increased from 5-10 percent to 85-90 percent on areas in western Minnesota where predation management was applied. In the southeast region, 1,350 acres of bottomland hardwood seedling plantings were restored.

Technical Services

In support of the North American Waterfowl Management Plan (NAWMP), Partners for Waterfowl Tomorrow, a private lands extension effort in the southeast, is working to assist landowners in managing waterfowl habitat. As a result of their effort, nearly 1,000 wood duck boxes were erected or distributed on private lands. A study was completed in collaboration with the National Wetlands Research Center on the use of leased ricelands by waterfowl, especially pintails. An Evaluation and Monitoring Committee for the Mississippi Valley Joint Venture developed a waterfowl habitat capacity monitoring form for public lands in order to track habitat improvements. Six key waterfowl refuges in the southeast were evaluated by multi-agency teams to demonstrate how each refuge could increase its waterfowl carrying capacity by at least 25%. An open marsh management evaluation process was initiated at Cedar Island to enhance coastal marshes for waterfowl. Over 300 acres of warm season grasses for waterfowl production on the Iroquois and Erie NWRs were developed and managed. The Woodcock Management Commercial Timber Harvest Strategies on Moosehorn and Erie NWRs were implemented. In the central

states, six specialized grazing systems were implemented and 937 acres of grass seedings cost shared in efforts to manipulate the habitat. For high quality of food and diversity of habitat, 80 acres of mast producing hardwoods were planted at Flint Hills NWR.

Fishery Management on Refuges

On the Felsenthal NWR a study to sample populations of large mouth bass, blue gill, and crappie was completed, and on Cross Creeks NWR, a study was initiated to sample paddle fish population. Fish samples were taken at Arthur R. Marshall Loxahatchee NWR which identified high concentrations of mercury.

Species Specific Accomplishments

The Service developed a project with Mississippi State University to evaluate potential census techniques for wood ducks to meet the NAWMP objective of improved population survey techniques; completed studies on black duck lead poisoning to enable comparisons of pre- and post-nontoxic shot years (with National Health Lab) and ways to decrease lead shot availability to pintails and canvasbacks; continued monitoring Mississippi Sandhill Crane to determine tumor contributing factors; initiated a woodcock banding and migration study on Eastern Shore NWR; developed a computerized wood duck nest box management data base for refuge use; initiated intensive cooperative Canada goose projects in the southeast that utilized collar banded geese to identify and manage southern populations segments; and completed the revised Winter Survey Index for waterfowl in cooperation with the State of Florida. Predator management instituted on Little Beach Island and wetlands impounded at the Edwin B. Forsythe and Chincoteague NWRs contributed to protection of the piping plover.

FY 1990 and FY 1991 Activities:

Challenge Grants

Since FY 1988 the Service has conducted a program known as Challenge Grants with State and local governments, individuals, and public and private groups. This program enables the Service through cost sharing to cooperatively manage its natural and cultural resources while fulfilling its stewardship responsibilities to fish and wildlife management. This program has grown from initial funding in FY 1988 of $200,000 which generated 55 projects proposals from non-federal sources totaling $572,000, to $500,000 in FY 1990 with 211 project proposals worth $1,983,000 in matching funds.

In FY 1990 the Service will continue its cooperative role in education, wildlife habitat restoration, fish and wildlife management, and public recreation. Projects on Service lands will include impoundment construction, fish barrier and water control structure installation, equipment repair and maintenance, habitat enhancement, peregrine hacking projects (artificial nesting), heron colony studies, exotic plant control, and wetlands restoration. Additional projects will be devoted to interpretive services and public use programs including the development, printing, and distribution of a variety of environmental education materials; the construction and installation of boardwalks, exhibits, observation towers, signs, trails,

wildlife dioramas, handicapped access, and hunting blinds; and the refurbishment of visitor centers and sanitary facilities.

Archeological and Cultural Resource Management

Guidance is being developed to help implement the requirements found in the 1988 amendments to the Archeaological Resources Protection Act which will be incorporated into the Service's manual and relevant handbooks for use nationwide. The Service will continue efforts to identify and protect important archeological and historic resources on its lands by completing surveys of refuges, mitigating damage to known sites, conducting scientific studies, and preserving sites for use and interpretation.

Most resource protection issues on Service lands stem directly from site vandalism, theft of artifacts, and erosion. While many refuges will undertake small protection projects, major work is anticipated for Malheur, Stillwater, Sandy Point (in the Virgin Islands), and Reelfoot NWRs where significant sites are or have been threatened with destruction.

Refuge Management Information System (RMIS)

The Refuge Management Information System (RMIS) is being designed to standardize and automate information retrieval and storage throughout the Service. Refuge information collected will include data on wildlife biology, public use, acreage, administrative information, law enforcement, economic uses, and more. The system is being designed in modular form, allowing the Service to develop and test software for each of the information categories and integrate them into a unified system. Under the new system, field stations, Regional Offices, and the Washington Office will find it easier to exchange information and query existing databases rapidly.

Management of Water on the National Wildlife Refuges

The Service will focus on salt water intrusion, marsh management, reliable water sources, water delivery systems, moist soil management, and water quality issues. Sufficient quantity and quality of water is becoming an issue that requires new methodologies of operation. Documentation of existing problems will be pursued so that appropriate water management actions can be taken to improve habitat and increase wildlife populations. The Service will also continue to protect against the decline of wetland resources through water projects.

Refuge Operations Data Systems

As new lands have been added to the National Wildlife Refuge System, their operational costs have usually been obtained from base funding. The Service will collect information for a data base which will be used to determine operational deficits on lands in the System. The Service plans to identify costs associated with established versus new refuge lands and to define operational costs necessary to operate these lands. The system will be similar to that developed for the maintenance management system.

Environmental Impact Statement

The Service will prepare a combined plan/Environmental Impact Statement to provide a framework for managing our nation's wildlife refuge system through the year 2003 (the 100th anniversary of the establishment of America's first national wildlife refuge on Pelican Island, Florida). Important refuge issues that will be addressed are compatibility of secondary uses, hunting, predator management, pesticides, contaminants, water rights, and biological diversity.

Refuge Compatibility Study

In response to Congressional concerns raised in September 1989, the Service established a task force to review a number of issues discussed in GAO reports and other studies concerning management of the National Wildlife Refuge System. The task force will examine more specific information on uses which may be harmful or incompatible with established refuge purposes.

Education

The touch-sensitive, interactive video "Introduction to National Wildlife Refuges" project will be completed in FY 1990 and about 300 video units will be circulated throughout the country. The state-of-the-art Kilauea Point visitor and education center will be completed in FY 1990. A fire display will be completed to teach how fire plays a role in manipulating wildlife habitat. The Mingo Job Corps Civilian Conservation Center will develop a comprehensive site plan that will be used for development of the Center to promote "An Environment for Learning."

Fire

Over 1,000 acres of Phragmites will be controlled in the Northeast Region. A high band radio system will be established at Great Dismal Swamp to permit safer, more effective prescribed burning. Aerial ignition from helicopters will be used to burn 3,000 acres of marsh on Blackwater NWR.

Contaminants

The Service will continue to focus on contaminant projects including work on the Refuge Contaminants Manual designed to provide refuge staffs with a standardized method for taking and handling samples in areas affected by contaminants; development of a contaminant monitoring system for refuge (and other Service) lands; and evaluations on sites which have indications of, or a high potential for, contaminant problems (e.g. proximity to an industrialized area). A total of $4.6 million and $4.8 million in 1990 and 1991, respectively, is estimated for contaminant work on refuges.

The Kesterson NWR mitigation plan will be implemented to preserve and enhance 6,239 acres of existing wetlands and create 4,464 acres of new wetlands. Irrigation drainwater studies will continue at Malheur, Klamath Falls, and Stillwater NWRs; and changes in the contaminant levels after application of fresh water will be documented at Stillwater. Removal of sulfuric acid at Santa Ana and cleanup of four sites on Lower Rio Grande Valley, Texas will be completed by March, 1990. The underground fuel line leak on Aransas NWR, Texas will be cleaned up. Underground storage tanks will be removed and

replaced with above ground tanks on 6 refuges (Aransas, Anahuac, Hagerman, Bosque del Apache, Salt Plains and Washita). Planning for excavation and transportation of heavy metal waste is anticipated on the Crab Orchard NWR Superfund site. Verification of asbestos on 12 refuges in the northeast will lead to removal. Cleanup studies will continue on hazardous wastes at Parker River NWR; cleanup will be completed at Iroquois NWR, and surveys to locate suspected hazardous materials at Erie NWR is anticipated to be completed September 1990. The Service/EPA study at Folcroft landfill (Tinicum) is scheduled for completion; the study at Rolling Knolls landfill (Great Swamp) will continue.

Work will continue on baseline studies such as the work completed on Upper Quachita NWR where a nearby pulp mill and an agricultural impoundment threatened the refuge.

Habitat Improvement

The Service will complete predator control of red fox at Seal Beach NWR to protect two endangered species (light footed clapper rail and California least tern); finalize an agreement with the State of California that provides for cooperative administration of hunting programs on 7 NWRs in California; place predator enclosures on the Edwin B. Forsythe and Chincoteague NWRs to protect piping plover nests; develop waterfowl resource management action plans for Prime Hook, Iroquois and Moosehorn NWRs; reduce lead shot availability to waterfowl through agricultural practices on impounded wetlands at Parker NWR; use video imagery remote sensing to assess wetland habitat conditions on the Edwin B. Forsythe, Great Swamp, and Long Island NWRs; manage timber harvesting to protect woodcock forest habitat on Iroquois, Erie and Great Swamp NWRs; continue the coastal marsh habitat study with the New Jersey Division of Game on black duck-mallard production; plant approximately 120 acres of mast producing hardwoods at Flint Hills NWR; complete Habitat Management Plans for 65 grazing allotments at Charles M. Russell NWR; and develop a Breeding and Production Survey of the prairie pothole habitat for the central states.

Fishery Management on Refuges

Monitoring of concentrations of mercury in fish on ten refuges in Florida and Georgia will begin for contamination investigation.

FY 1989 Congressional Directives

In response to Congressional direction for FY 1989, the following actions are being or have been taken:

- The Service maintained a presence on Tern Island in Hawaii during FY 1989 and will continue in FY 1990 and FY 1991.

- The name of the Columbian White-Tailed Deer Refuge was officially changed to the Julia Butler Hansen Refuge for the Columbia White-Tailed Deer. Appropriate signs have been installed and the annual Report of Lands will show Julia Butler Hansen NWR due to space limitations.

- The Stillwater Wildlife Management Area planning is progressing. The Service has met with the State of Nevada officials, affected Indian

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Tribes, private landowners, and constituent groups as part of the process. The final environmental assessment was issued in August, 1989. To date, offers with a total value of $2,366,000 have been made to purchase or lease water on seven tracts covering 1,795 acres with 4,516 acre feet of water rights. Additional opportunities to purchase water rights include: 652 acres with 1,708 acre feet of water rights valued at $840,000 and 231 acres with 800 acre feet of water rights valued at $334,000. Another willing seller has indicated a willingness to sign an option on 231 acres with 800 acre feet of water for $334,000. All transactions are contingent upon the successful transfer of water with approval of the State of Nevada. Additionally the Nature Conservancy has closed on a 55 acre tract and negotiated three additional options from willing sellers. The total of these offers is 518 acres with 1,800 acre feet of water rights and a cost of $800,000. Procedures developed in this transfer action will be the model followed in future transfer actions. Refuge projects to facilitate flood control and water management capability have been completed.

- The operational funding at the Stewart B. McKinney NWR, CT. was increased by $100,000.

- The annual contract with the caretakers at the John Hay Wildlife Refuge for $36,000 was renewed and $25,000 for a report on the historic structures of the refuge was provided.

FY 1990 Congressional Directives

- None of the funds appropriated will be used to plan for, conduct, or supervise deer hunting on the Loxahatchee National Wildlife Refuge.

- Funds have not been used to implement agreements for the federally acquired areas of Matagorda Island, Texas. A plan is being completed that provides joint management with the State of Texas, allowing the Service lead responsibility for management of wildlife and their habitats and Texas lead responsibility for public use.

- The Service will allow the historic uses of Chincoteague NWR, VA to continue to the maximum possible extent on the barrier islands of Chincoteague NWR, VA. The Service will prepare and provide a copy of the historical use survey proposed in the Environmental Assessment to the Appropriations Committees by March 30, 1990, and a plan for accommodating those uses by June 30, 1990. No historic use shall be curtailed, restricted or eliminated until the Committee has had 30 days to review the plan.

- The study of the effects of the March 24, 1989 oil spill on the Prince William Sound fisheries will be completed by September 1, 1990.

- The Service is seeking additional funding for reconstruction of the levees at the Maxent Lagoon Levee at Bayou Sauvage NWR, Louisiana.

- The Service will prepare a report on the building needs at Brazoria NWR, Texas by March 1, 1990.

- A report will be prepared by May 1, 1990 on alternatives to fee acquisition to protect sea turtles at the Archie Carr NWR, Florida.

- An assessment and recommendation for the establishment of the Stone Lakes NWR, California will be completed with cooperation with relevant State, county and local governments by fall, 1990.

- A report on the building needs of the Fergus Falls, MN. WMD will be completed by March 1, 1990.

OPERATIONS - ALASKA REFUGES ($13,867,000/180 FTE): As required by the Alaska National Interest Lands Conservation Act, the Service has developed comprehensive conservation plans for each of the 16 national wildlife refuges in Alaska. The Service is now beginning the process of implementing the management directions set forth in all 16 conservation plans. The Service is also developing a series of step-down management plans to address and direct management of specific resource issues such as fisheries, public use, furbearers, oil and gas development, etc.

As the management of Alaska refuges matures and moves out of the initial data collection/planning phase and into the operational phase, increased emphasis will be place on: (1) improving and standardizing wildlife inventory procedures (particularly waterfowl); developing, staffing, and maintaining better visitor facilities such as the recently completed Tetlin Visitor Center and the Kenai Skilak Loop Wildlife Viewing Area; (3) developing and maintaining refuge facilities and equipment; (4) and managing and studying the impacts of fire.

The Service will continue to address subsistence provisions of Title VIII of the Lands Act by: (1) working with local entities to better define "subsistence" uses and needs; (2) assessing the anticipated and realized effects of land use decisions on subsistence harvest; and (3) managing Service lands in a manner conducive to providing subsistence opportunities. Pursuant to Title IX, the Service will continue to manage, on an interim basis, refuge lands selected and scheduled for conveyance to the State and to natives.

Under Title X of the Lands Act, the Service will continue to study the potential effects of oil and gas activities on natural resources of the Arctic Refuge coastal plain and other refuges.

Title XI requires that access to refuge inholdings to be assessed and provided. The Service is also responsible for the identification, signing, and management of several hundred miles of Alaska Native Claims Settlement Act 17 (b) easements. These easements provide public access through private lands to public lands or water. The Service has Title XIII responsibilities as follows: land exchanges; cabin policy implementation; acquisition of refuge administration sites; implementation of local hire program; and wilderness management.

FY 1989 Alaska Activities. Addressing contaminant problems on refuges is a high priority. The Service addressed contaminants issues on refuges, including military waste sites, placer mining, oil and gas exploration, industrial air emissions, and pesticides. Funding was also devoted to other

problems such as ecological monitoring, instream flow needs and impacts of subsistence and public use.

Service personnel were heavily involved in responding to the Exxon Valdez oil spill in Prince William Sound, and in the subsequent damage assessment process. Service personnel worked as on-site coordinators in the four Service field offices, as shoreline clean-up monitors, as wildlife morgue personnel, as damage assessment coordinators, as migratory bird operations coordinators, as field office clerks, doing wildlife field inventories, and in many other capacities. Service vessels M. V. Tiglax, Ursa Major, and others were used in wildlife inventory efforts and as necessary support from several damage assessment studies which were underway this past summer.

Congress requested a report/assessment of the impacts of the Alaska Submerged Lands Act Report of 1988 to Congress. The Alaska Region completed a systematic assessment during the year culminating in a first draft of the report. This included an inventory of all inholdings within conservation system units in Alaska contained a priority list for possible acquisition and recommended Administration and/or Congressional action to reduce the potentially serious impact of this on Service resources. A schedule for producing land protection plans was developed for implementation over the next five years.

Fire continued to be an important management tool in Alaska for improving wildlife habitats and reducing fire hazards to people. Prescribed burns were conducted at Kenai, Tetlin, and Yukon Flats refuges. A regional policy on protection of subsistence cabins from fires was completed and implemented. A regional study proposal to evaluate the effects of fire on furbearer populations was prepared. A draft regional policy on fire management was also developed.

Youth Conservation Corps and volunteer programs were encouraged and used extensively to help accomplish biological studies and surveys, needed maintenance, and "Take Pride in America" projects.

The Region completed the development of improved refuge public use facilities at the Kenai Skilak Loop Wildlife Viewing Area, in the new Tetlin Visitor Center, and a new visitor contact station at Izembek.

Efforts to eradicate introduced arctic foxes from islands important to the Aleutian Canada goose and other nesting seabirds were continued. Surveys to determine the effectiveness of past efforts were also conducted.

The Arctic Refuge continued an expanded biological study program on the 1002 area aimed at developing a more detailed understanding of the impacts that could occur from oil and gas activities and how the impacts could be avoided, minimized, or rectified. Studies included Porcupine caribou, muskox, polar bears, coastal fish, waterfowl and coastal birds, and related vegetation.,

On the Yukon Delta Refuge, declining Arctic nesting goose populations were investigated through population monitoring, experimental predator control, studies of nesting production and mortality, subsistence use studies, restrictions on taking, and an extensive information and education program.

FY 1990 and FY 1991 Activities

Arctic National Wildlife Refuge

Studies will continue on the Arctic National Wildlife Refuge. These studies will provide additional information to enhance Service resource management decisions regarding potential development of oil and gas resources on the Arctic Coastal Plain. The five primary studies to be conducted include: (1) caribou studies - including cooperative efforts with the Canadian Wildlife Service and the State of Alaska; (2) evaluation of snow goose staging areas; (3) analysis of water quality; (4) water quantity; and its influences on fish and wildlife, and (5) an analysis of factors related to fish movements along the coast of the Beaufort Sea including associated inland drainage. Other studies are aimed at documenting the condition of the pre-oil exploration environment so that reasonable stipulations and mitigation measures can be incorporated into pre-construction planning.

Waterfowl Survey and Inventory

Increased emphasis will be placed on expanding and improving duck production surveys and on banding pintails and mallards to determine significance of relatively stable populations in Alaska to declining continental populations. Refinement of duck production area boundaries will contribute to more accurate breeding pair surveys as well as brood surveys. Seabird colony census and production estimates supported by the M.V. Tiglax will be expanded on the Alaska Maritime Refuge. Goose productivity surveys and banding will continue. Tundra swan surveys will be foregone in 1990 in order to conduct a trumpeter swan census, which is done every five years.

Contaminants

Contaminant problems remain a high priority on Alaska refuges. Alaska is focusing on: (1) clean up contaminated sites on three refuges, (2) collection and analysis of samples at military waste sites and refuges affected by placer mining and oil and gas operations, and (3) preparation of pre-development assessments of areas where oil and gas exploration and production may occur in the future.

Vessel Operations

The M.V. Tiglax will continue to support endangered species transplants and elimination of introduced predators from islands, as well as seabird population and habitat surveys and research. Assessment of damage from the Exxon Valdez oil spill will also continue. Surveys of Eastern Pacific seabird colonies, with Soviet scientists working aboard the M.V. Tiglax, are planned for FY 1990 and FY 1991.

Exxon Valdez Oil Spill

The Exxon Valdez spill had a significant impact on Alaskan refuge programs in FY 1989. Numerous refuge employees and equipment were detailed from their regular duties to work on the oil spill. In FY 1990 and FY 1991, studies will be initiated to determine the long-term impact on wildlife and the

environment. Impact of oil spill assessment studies on current refuge programs is unknown at this time.

MAINTENANCE: ($32,383,000/414 FTE)

Effective and efficient accomplishment of the Service's mission, of stewardship of our natural wildlife and wildlands heritage, requires an operable and safe network of buildings, facilities and equipment. Achievement of optimum maintenance through a structured maintenance system will support the following maintenance objectives:

1. To optimize the wildlife management programs through effective and efficient maintenance.

2. To provide a quality experience for the public through a management program that is committed to safety, utility, and aesthetics.

3. To provide buildings, facilities and equipment adequate for their purpose and safe for the user.

To accomplish these objectives the Service has implemented the Maintenance Management System (MMS) to plan, budget, implement, and document the maintenance of its buildings, facilities and equipment. Through the MMS, the Service has documented a capital investment on Refuges of approximately $3 billion. Historically, to care for this inventory of real and personnel property, the Service spent between .5 and 1 percent of the total dollar value of its capital investment on maintenance. At this funding level, managers were able accomplish maintenance on the highest priority maintenance deficiencies while deferring lower priority maintenance needs to some future date. This practice of deferring maintenance produced a backlog of maintenance deficiencies, as identified in the MMS, of nearly $234 million within refuges. Today, private industry standards estimate that between 2 and 3 percent of an agencies capital investment should be spent annually on maintenance. Funding at that level would allow the Service to discontinue the practice of deferring maintenance, while also providing sufficient funding to begin addressing the highest priority maintenance deficiencies that have been deferred.

$50 million of the Service's highest priority projects on refuges are ranked annually and can be found listed in the "Maintenance Management System Priority Deficiency List for National Wildlife Refuges". Maintenance funding is allocated to the regions in two ways. The first is a base allocation that remains constant over the years. This base forms the core of the Service's maintenance program. Salaries of maintenance workers, supplies, and materials are derived from this funding source and accomplishes all of the Routine Maintenance and some major maintenance on refuges. The second is by the annual reallocation of flexible funding to address Major Maintenance projects identified in the Maintenance Management System (MMS). All maintenance projects not completed during the fiscal year become part of the MMS. Flexible funding identified in the MMS are distributed to the Regions to address the backlog of projects.

Routine maintenance includes all activities and expenses necessary to operate a structure, field station, vehicle or other equipment on a day-to-day basis. Such activities are synonymously called custodial maintenance and include, but are not limited to: grounds maintenance; mowing of grass and weeds; contract maintenance of computers and office machines; janitorial services; routine vehicle maintenance; light bulb replacement; minor plumbing; boiler upkeep; window pane replacement; snow removal, etc.

Major maintenance is comprised of three different components:

1. Cyclical maintenance is maintenance that is known to recur at periodic intervals that can be reasonably predicted. Examples of cyclical maintenance include painting, paving, recoofing and periodic servicing of equipment such as stand-by generators, refrigeration and air-handling machinery, etc. The primary purpose of cyclical maintenance is to sustain the intended useful life of a facility or piece of major equipment and prevent the need for premature replacement.

2. Repair and rehabilitation is maintenance that is not cyclical in nature, i.e., that cannot be predicted or does not take place at regularly scheduled intervals, but that occurs as a result of physical or functional obsolescence of the facility, structure, building or equipment. It also includes projects that modify facilities for new functions, or improve existing facilities to enhance their original purpose or function.

3. Capitalized equipment replacement includes purchase of major equipment that occurs at relatively infrequent intervals. Equipment included in this category includes draglines, bulldozers, research vessels, forklifts, backhoes, tractors, stand-by diesel generators, specialized laboratory equipment, and computers.

Maintenance on Refuges is discussed under six categories and the approximate percentage of base maintenance funds devoted to each category is shown.

Managed Waters Maintenance (32%) - Maintenance of managed waters includes all maintenance of vegetation, dikes, dams, roads, and water control structures associated with the management of marsh and water areas where the water supply is controlled. Throughout the Refuge System there are over 1,500 major water control structures valued at more than $10,000 each. There are countless smaller structures and spillways and approximately 2,500 miles of canals and 2,600 miles of dikes. Many new structures, roads, dams, and dikes were constructed under the Bicentennial Land Heritage Program (BLHP) between 1977-1981 and regular maintenance is necessary, not only to keep them operational, but to protect the significant public investment.

Without these intensively managed habitats, the National Wildlife Refuge System's capacity to produce and nourish waterfowl, shorebirds and other migratory birds associated with wetland habitats would be severely diminished.

Natural Wetlands Maintenance (8%) - This maintenance category includes all maintenance of vegetation, roads, structures, and fences necessary for the purpose of managing natural wetlands for specific fish, wildlife, or plant production. Vegetation maintenance is a continuing effort where certain vegetative types must be maintained for nesting (e.g., dense nesting cover or prairie grasses) or feeding (e.g., mast production or grain production). This is done by burning, farming, grazing, haying, timbering, the reseeding of grasses, and removal of undesirable plant species. These areas are primarily waterfowl production sites in the northern prairies and Alaska that are significant contributors to this Nation's waterfowl production. Most shore and waterbirds are dependent at some point in their life cycle on Refuge System natural wetlands.

Managed Uplands Maintenance (11%) - Maintenance of uplands encompasses all grasslands, forestlands, and croplands and all the types of vegetation associated with habitat managed for wildlife. This type of maintenance is particularly important because it assures the perpetuation of the type of habitat for which the area was established as a national wildlife refuge. General examples of vegetation maintenance in uplands include reseeding of grasses or other desirable vegetation and removal of undesirable plants, usually weedy or introduced species, to maintain desirable habitat.

Uplands maintenance also includes all maintenance of roads, structures, and fences associated with the management of uplands. This maintenance is necessary to ensure continued vegetation management by farming, grazing, and timbering operations where these activities are appropriate.

Wildlands Maintenance (2%) - Wildlands maintenance includes upkeep of all roads, gates, fences and signs, plus the management essential for the protection of wildlands. These are areas where natural processes are allowed to proceed uninterrupted, and many are designated natural areas that need protective management. Certain roads also may be needed on wildlands to protect human health and safety.

Facilities Maintenance (26%) - This category includes all buildings, structures, roads, trails, bridges, and fences which support overall refuge operations. The refuge headquarters facilities with associated improvements provide an excellent example of maintenance in this category, since all the various improvements contribute to accomplishment of refuge goals and objectives. Major maintenance tasks include painting, replacing roofs, repairing water and sewage and other utility systems, and graveling or resurfacing parking areas. Other routine maintenance tasks include housekeeping associated with employee and visitor facilities.

Vehicles and Equipment Maintenance (21%) - This category includes all maintenance on vehicles and equipment used for general management purposes on refuges. Pickup trucks, cargo trucks, passenger cars, communications equipment and a wide variety of powered equipment for refuge shops are included in this category. Specialized vehicles and pieces of equipment such as tractors, mowers, road graders, draglines, and motorboats, are also included.

FY 1989 Accomplishments

- Removed asbestos in a residence at Camas NWR.
- Rehabilitated domestic water system at Kootenai NWR.
- Restored wetlands at Umatilla Refuge Complex.
- Repaired dike at Colusa NWR.
- Rehabilitated the San Francisco Bay road.
- Rehabilitated public use facilities at Willapa NWR, J.N. "Ding" Darling NWR, Lacassine NWR, and Loxahatchee NWR.
- Replaced longhorn and buffalo corrals at Wichita Mountains NWRs.
- Completed road graveling and shoreline riprapping at Salt Plains NWR.
- Renovated the water delivery system at Bosque del Apache NWR.
- Rebuilt major equipment: crawler tractors, farm tractors, road graders, cranes, bulldozers, and other heavy equipment.
- Renovated habitat in the southeast including projects on water control structures, moist soil units, farm unit operations on Cache River, Lacassine, Cameron Prairie, Tensas River, Lake Ophelia, Yazoo, Alligator River and Pungo NWR's.
- Rehabilitation of the Chincoteague NWR beach road.

FY 1990 and FY 1991 Planned Activities

As a complement to the America the Beautiful program the FY 1991 budget of the Department of the Interior also proposes a Legacy 99 initiative in celebration of the Department's 150th anniversary to improve the condition of facilities by the year 1999. Major maintenance projects to be undertaken include:

- Six water control structures will be repaired at Kern NWR; water control structures, pump facilities and equipment at San Luis will be rehabilitated; planking on 16 water control structures at Stillwater NWR will be replaced; water structures at Sacramento will be rehabilitated; rehabilitation of 9 water facilities at Sheldon NWR will be undertaken; and, water control structure repairs will be made on Bowdoin NWR. Canal and water control structure repair will be a thrust in the southwest region.

- The Crystal Dam at Desert NWR will be repaired.

- Bridge repair at Modoc NWR will be initiated. A bridge and domestic water systems will be replaced at Camas NWR.

- The dike at Kootenai NWR will be replaced; an eroded dike at Audubon NWR will be rehabilitated; the eroding dike at Red Rocks Lake NWR will be addressed.

- Equipment at Kern NWR, Salton Sea NWR, and San Francisco Bay NWR will be replaced; and, roads, equipment, and fences will be rehabilitated at Hawaiian refuges.

- Extensive rehabilitation of heavy equipment will continue Servicewide.

- Public use projects such as picnic area rehabilitation at Imperial NWR, observation tower renovation at Aransas NWR, and replacement of boat launching ramps at both Aransas and Imperial NWR's are representative of

a nationwide focus to upgrade public use facilities. Public use projects will include upgrade of trails, kiosks, and outdoor classrooms. Public access improvements will be undertaken; the auto tour road at National Bison NWR will be rehabilitated.

- A water purification system will be installed at Seedskadee NWR; the water system will be replaced at J. Clark Salyer NWR.

- Corrals at National Bison NWR will be replaced.

- In the midwest region, a bridge inspection and repair program will be undertaken. An example is the replacement of Covar Road Bridge on Necedah NWR.

- Replacement of underground storage tanks as a safety precaution against contamination will be a nationwide effort.

- Deteriorating fencing at Gharles M. Russell NWR will be replaced.

- Gravel roads at Quivira NWR will be rehabilitated.

CURRENT LAW

Increase/Decrease From FY 1991 Base
(Dollars in thousands/FTE)

Increase/Decrease From FY 1991 Base

Item	1991 Base $000/FTE	1991 Estimate $000/FTE	Change
Refuge Operations excluding Alaska	77,229/1,655	75,022/1,641	-$ 2,207/-14
Operations	68,038/1,627	67,506/1,615	-$ 532/-12
Water Rights	325/ 0	175/ 0	-$ 150/ 0
Non-point Pollutants	4,602/ 5	4,802/ 6	+$ 200/+ 1
Volunteers	1,000/ 0	1,400/ 0	+$ 400/ 0
Challenge Grants	500/ 0	0/ 0	-$ 500/ 0
Hawaiian Refuge Ops	1,388/20	1,088/ 20	-$ 300/ 0
Oregon Aquarium	1,000/0	0/ 0	-$ 1,000/ 0
Lake Ophelia Ops	376/3	51/ 0	-$ 325/ -3
Alaska Refuge Operations	13,867/180	13,267/179	-$ 600/ 1
Alaska Refuge Operations	12,392/171	12,292/170	-$ 100/ 1
Alaska Subsistence Grants	750/ 0	0/ 0	-$ 750/ 0
ANWR	725/ 9	975/ 9	+$ 250/ 0
ATB adjustment	0	-1	-$ 1
Subtotal, Refuge Operations	91,096/1,835	88,288/1,820	-$ 2,808/-15
Refuge Maintenance	32,383/414	35,435/414	+$ 3,052/ 0
Total Refuge O&M	123,479/2,249	123,723/2,234	+$ 244/-15

Operations

Refuge Operations (-$532,000/-12 FTE). In FY 1990, Congress appropriated an additional $5.7 million for operations of refuges. This increase allowed the Service to responsibly manage the Refuge system. The Service was able to address a funding shortfall that has occurred over the last several years as a result of a continous erosion of refuge base operating funds. Funds were allocated to field stations in 1990 and were used for such activities as barrages and water craft operations to collect waterfowl data; placing bobwhite brooding facilities at Buenos Aires NWR to mitigate predation of migrating raptors; biological surveys at refuges in the Prairie Pothole region; monitoring the annual pattern of movement of crocodiles; nest protection and surveys to assist in recovery activities of sea turtles; improving nesting and brooding habitat for black ducks; moist soil management projects; and activities related to inventories, monitoring, and productivity surveys of waterfowl. The proposed $532,000 decrease in FY 1991 will allow the Service to continue essential operational activities on 91.2 million acres and provides for basic protection of unique ecosystems, endangered species, and wildlife resources. As a result of the proposed decrease, the Service

will defer or reduce some nonessential operational activities. In 1990 basic protection will continue including sign posting and fencing; baseline data collection of vegetation and soil types, water regimes, migratory and resident species abundance and diversity; protecting archeological sites; and preventing deterioration of the condition of lands from the time they are acquired.

Description of Change by Object Classification

Salaries and Benefits	-$532,000
Total	-$532,000

Water Rights (-$150,000/0 FTE). The Service proves and defends its water rights in 17 western States and is involved in adjudication proceedings in several of these States. The Service also monitors water use by field stations to ensure compliance with State laws and with water rights permits and certificates. Beginning in FY 1982, the Service expanded its efforts to include training required to document water rights, activities associated with coordinating with other agencies and providing expert witnesses for adjudication hearings, and installation of water gauges to measure flow and usage. The proposed funding level for FY 1991 of $175,000 provides for a protection level adequate for adjudication (controlled by State courts) and for limited quantification. Although the Service is proposing a decrease of $150,000 within the basic operational activity, an additional $2.8 million is requested for a similar water rights program as part of the America the Beautiful initiative of which a portion will be used for adjudication and quantification.

Distribution of Changes by Object Classification

Travel and Transportation	-$ 38,000
Other Services	- 108,000
Supplies and materials	- 4,000
Total	-$ 150,000

Non-Point Pollutants (+$200,000/1 FTE). Consistent with the Secretary's goals for stewardship of the nation's resources, the Service is requesting funding to address remedial actions related to contaminants on Service lands. An increase in funding is requested to enhance the Service's ability to detect, evaluate, and mitigate the sources and effects of non-point pollutants on Service lands. Emphasis will be placed on non-point discharges impacting areas significant to waterfowl in the Southeast and prairie pothole region. The Service will use this information as the basis for providing recommended measures for detection and mitigation of refuge contaminant problems.

Description of change by Object Classification

Salaries and Benefits	+$ 35,000
Travel and Transportation	+ 20,000
Other Services	+ 85,000
Supplies and Materials	+ 60,000
Total	+$ 200,000

Challenge Grant Program (-$500,000/0 FTE). A Challenge Grant program was initiated on Service lands in Fiscal Year 1988 as a means of conducting partnership programs with State and local governments, individuals, and public and private groups at all levels. This Challenge Grant program enables the Service through cost sharing to cooperatively manage its natural and cultural resources while fulfilling its stewardship responsibilities to fish and wildlife management. Over the past three years, this Challenge Grant program has grown to $500,000 for FY 1990 with 211 project proposals worth $1,983,000 in matching funds.

The Service is requesting $2.4 million for a Private/Federal cost sharing program as part of the America the Beautiful Program and will focus on similar project proposals that will exclusively benefit wetlands.

Description of Change by Object Classification

Other Services	-$ 250,000
Supplies and Materials	- 250,000
Total	-$ 500,000

Volunteer Program (+$400,000/0 FTE). Since 1982, the Service has conducted a public participation program in which volunteers donate their time, skills, knowledge and enthusiasm. The number of volunteers has risen from 4,250 in 1982 to over 9,600 in FY 1989 with commensurate benefits from the effort of volunteers equal to $850,000 in 1982 to an estimated $8.3 million in FY 1989. The number of hours donated by volunteers has risen from 128,000 in FY 1982 to 1.1 million in FY 1989. The proposed increase will be used to enhance the volunteer awards and recognition program, housing, uniforms, equipment and supplies, transportation, staff, and supervision. The increased funds will also be used to enhance the education and partnership mission through colleges, universities, and high schools as identified in Interior Secretary Lujan's 10 point agenda.

Description of Change by Object Classification

Travel and Transportation	+$ 100,000
Other Services	+ 100,000
Supplies and Materials	+ 140,000
Equipment	+ 60,000
Total	+$ 400,000

Hawaiian and Pacific Refuge Complex (-$300,000/0 FTE). A portion of the additional $800,000 appropriated in FY 1990, allowed the Service to accomplish maintenance activities and habitat monitoring inventories. The increase also provided for completion of maintenance tasks such as replacing fences to exclude feral predators, and rehabilitating buildings, and painting a lighthouse. This was in association with placing the newly completed education facility at Kilaueau Point into service. Also activities such as monitoring and alien plant and animal control at Kilaueau Point were undertaken with additional funds in FY 1990. At Midway Atoll, activities included predator control, military activity coordination activities and migratory seabird and endangered species monitoring. At Hakalau Forest,

fences, reforestation, feral ungulate control, and alien plant control were improved in FY 1990. As a result of the completion of these one-time projects in FY 1990, the Service is proposing a $300,000 reduction in FY 1991. Activities that will be accomplished at the 1989 level as a result of the reduction are seabird and endangered species monitoring, alien plant and animal control, and military activity coordination.

Distribution of Change by Object Classification

Travel and Transportation	-$ 75,000
Supplies and Materials	- 150,000
Equipment	- 75,000
Total	-$300,000

Oregon Coast Aquarium (-$1,000,000/0 FTE). Under a cooperation agreement with the Oregon Coast Aquarium, the Service participates in the design and development of educational displays for the Aquarium. Funds identified by the Congress for the Oregon Coast Aquarium have been obligated and are transferred to the Aquarium under the terms of a cooperative agreement. The conceptual design, development and fabrication, and installation of the exhibits were completed and short films were developed. These accomplishments will be used as education tools to display the interdependency of coastal fish and wildlife habitats upon each other and the need for public stewardship of these habitats. The Service will continue to work with the Oregon Coast Aquarium in 1991; however, additional funds are not required in FY 1991 for this activity.

Distribution of Change by Object Classification

Supplies and Materials	-$ 986,500
Other services	- 13,500
Total	-$1,000,000

Lake Ophelia Operations (-$325,000/-3 FTE). Lake Ophelia NWR, the first new refuge established under the North American Waterfowl Management Plan Lower Mississippi Valley Joint Venture, was established in FY 1989. This 10,000 acre tract was acquired to preserve and protect production habitat for wood ducks and wintering habitat for mallards, pintails, and wood ducks. Funds appropriated FY 1990 were applied toward initial start-up costs. Activities included signing, posting, purchase of two vehicles and a tractor, and equipment to maintain the ditches and dikes of this former rice plantation. Now that start-up needs have been addressed, sufficient funds are available within base operations and will allow for Lake Ophelia to be maintained under a caretaker status.

Distribution of Change by Object Classification

Salaries and Benefits	-$120,000
Supplies and Materials	- 100,000
Travel and Transportation	- 75,000
Other Services	- 30,000
Total	-$325,000

Alaska Refuge Operations (-$100,000/-1 FTE). The Service provides basic resource protection and administers public and economic use programs on 16 National Wildlife Refuges comprising nearly 77 million acres in Alaska. Much of the refuge program in Alaska is directed toward satisfying the mandates of the Alaska National Interest Lands Conservation Act of 1980, including preparation of Comprehensive Conservation Plans (CCPs) for each refuge. The additional operational funding in FY 1990 provided continuation of baseline data collection required by approved inventory plans, wildlife resource studies, information and education programs to support refuge objectives such as waterfowl protection, and to address the critical needs for information on pintail populations through minimal banding effort. The proposed $100,000 reduction is commensurate with the completion of the CCPs. With the proposed level of funding the Service will continue to address the management of fish and wildlife populations and habitats in their natural diversity; monitoring of water quality; information programs to facilitate public use and enjoyment of refuges and refuge resources; scientific research; and similar activities.

Distribution of Change by Object Classification

Salaries and Benefits	-$ 40,000
Travel and Transportation	- 10,000
Other Services	- 40,000
Supplies and Materials	- 10,000
Total	-$100,000

Alaska Subsistence Grants (-$750,000/0 FTE). The additional $750,000 appropriated in FY 1990 allowed the Service to provide grants to the State of Alaska to initiate and establish subsistence activities conducted by the Alaska Department of Fish and Game. These funds were used by the State for funding the operation of regional and local fish and game advisory committees, and conducting subsistence research to acquire information required by the various committees. Adequate base funding is available to continue this program. The same activities will be undertaken at the reduced funding level.

Distribution of Change by Object Classification

Other Services (Grants)	-$750,000
Total	-$750,000

Alaska 1002 Studies (+$250,000/0 FTE). The 1987 Section 1002 Report to Congress proposed exploration and phased development of potential world class oil reserves on the Arctic National Wildlife Refuge. If Congress authorizes leasing, the location of the oil, in economic quantities, could result in the need for port facilities. These facilities could be located in coastal lagoon areas that are believed to be heavily used by large number of waterfowl and other aquatic birds in spring, summer, and early fall. Among other things, these lagoons are important molting and feeding areas for oldsquaw ducks, nesting areas for loons, geese, ducks, and shorebirds, and staging areas for many of these same species in migration. The construction of ports could potentially have impacts on the birds using these areas. The increase of $250,000 will be used to develop site-specific baseline information on bird use of offshore and nearshore waters and associated habitats essential for

accurate prediction and assessment of impacts of ports. This baseline information is essential for making decision regarding exploration activities in the future.

Distribution of Change by Object Classification

Travel	+$ 20,000
Other Services	+ 200,000
Supplies and Materials	+ 10,000
Equipment	+ 20,000
Total	+$ 250,000

Maintenance (+$3,052,000/0 FTE). In order for the Service to effectively and efficiently accomplish its mission of stewardship of our natural wildlife and wildlands heritage, a network of well-maintained buildings, facilities and equipment is required. To accomplish this goal, the Service has implemented the Maintenance Management System (MMS) in an effort to document, plan, and budget its' maintenance program.

Within the Refuges System, the MMS has identified a backlog of maintenance deficiencies amounting to approximately $2.4 million. The requested increase will be used to fund the Service's highest priority maintenance projects on refuges identified in the MMS. These projects include, but are not limited to, the repair or replacement of: bridges, electrical systems, roadways, domestic water systems, sewage systems, pumps and irrigation systems, dikes and levees, motor vehicles and heavy equipment, heating units, roofs, etc. Of the Service's highest priority projects in refuges, $50 million are ranked annually and can be found listed in the "Maintenance Management System Priority Deficiency List for National Wildlife Refuges". As a complement to the America the Beautiful program the FY 1991 budget of the Department of Interior also proposes a Legacy 99 initiative in celebration of the Department's 150th anniversary to improve the condition of facilities by the year 1999. The proposed increase in funds represents this initiative.

Distribution of Change by Object Classification

Travel	+ 42,000
Transportation of Things	+ 51,000
Other Services	+ 1,183,000
Supplies and Materials	+ 1,290,000
Equipment	+ 486,000
Total	+$3,052,000

Proposed Law - America the Beautiful
Changes to Current Law Resulting
from Proposed Legislation

Increase from 1990 Current Law

(Dollars in Thousands)

	FY 1991 Current Law	FY 1991 Proposed Law	Inc./Dec.
Operations	308/0	5,509/0	+5,201/0
Total	308/0	5,509/0	+5,201/0

The proposed change to Current Law is composed of $ 1,000 in base changes and $5,200,000 in program changes as follows:

Wetlands Initiatives - Water Rights (+$2,800,000/0 FTE). The Stillwater National Wildlife Refuge is an historically significant migratory bird area in the Pacific Flyway whose wetlands are decreasing as a result of decreasing water supplies. In 1989, Congress directed the Service to expend $1.2 million for the acquisition of water rights at Stillwater WMA. In addition, $1.5 million was appropriated in 1990 to continue acquisition of water rights at Stillwater NWR. The Service is requesting $2 million in 1991 to continue water rights acquisition at Stillwater WMA. During recent years, wetlands in the Lahontan Valley have been decreasing steadily, and with full implementation of the Operations Criteria and Procedures (OCAP), annual wetland loss will increase to approximately 18,000 acres. About one-half or 9,000 acres per year of this loss will occur at Stillwater WMA.

The Service proves and defends its water rights for western States and is involved in adjudication proceedings in many States. Adjudication of water rights is of special concern in the desert southwest. An increase of $320,000 is requested for quantification and adjudication of water rights on 15 refuges in four States in the Southwest. The proposed increase would be used for training required to document water rights, installation of water gauges to measure flows and usage, and expenses associated with providing expert witnesses at adjudication hearings.

In the Central Valley of California water costs have doubled in some cases and have risen to over 20 percent of station budgets. An increase of $480,000 is requested to pay for water delivery to refuges in the central valley of California for maintenance of wetlands. Combined with the remaining State and private marshes, Federal refuges compose a significant portion of the remaining wetland habitat in the central valley.

Distribution of Change by Object Classification

Travel	$ 60,000
Other Services	2,730,000
Supplies and materials	10,000

Total	$ 2,800,000

Wetland Initiative - Private/Federal Cost Sharing (+$2,400,000/0 FTE). A challenge grant program was initiated on Service lands in FY 1988 as a means of conducting cooperative projects with private and non-Federal wildlife conservation agencies. The goal of this program is to enhance fish and wildlife resources and overall operations and maintenance of Service lands by completing projects through cost-sharing with private individuals, public agencies, conservation groups and other non-Federal sources. The program is conducted with the Service providing up to 50% of project costs in the form of funding or materials. In selecting projects for cost sharing the Service will emphasize the creation, restoration and protection of wetlands.

The proposed increase will allow the Service to develop waterfowl and fish habitats through the construction/placement of water control structures, dikes and levees, artificial reefs, nesting structures, etc. Interpretive services emphasizing the importance of wetlands will be enhanced through the development of environmental education material, the construction of boardwalks and handicapped facilities, observation towers, signs, trail plaques, and wildlife diorama.

Distribution of Change by Object Classification

Other Services	$ 1,500,000
Supplies and Materials	900,000
Total	$ 2,400,000

Justification of Program and Performance

Activity: Refuges and Wildlife
Subactivity: Law Enforcement Operations

(Dollar Amounts in Thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from base
Wildlife LE	($)	12,988	12,829	12,960	13,960	+1,000
	(FTE-T)	(209)	(209)	(209)	(214)	(+5)
Fisheries LE	($)	2,212	2,205	2,231	2,531	+300
	(FTE-T)	(41)	(41)	(41)	(42)	(+1)
Endangered LE	($)	7,713	7,691	7,784	8,084	+300
	(FTE-T)	(149)	(149)	(149)	(152)	(+3)
Total Law Enforcement Operations	($)	22,913	22,725	22,975	24,575	+1,600
	(FTE-T)	(399)	(399)	(399)	(408)	(+9)

Impact of Public Law 99-177

	1990 Enacted To Date	P.L. 99-177 BA Cancellation	Other Adjustments	1990 Adjusted Approp.
Law Enforcement	$22,913	-298	+110	$22,725

Other Adjustments: Adjustments for 1989 Pay Reprograming (April 26, 2989); 1990 space reallocation; and proposed reprograming for pay raise effective January 1990.

Summary of Sequester Impact

As a result of the $298,000 P.L. 99-177 reduction, the Service will reduce planned enforcement efforts for protection of migratory birds, marine mammals, fish, and threatened and endangered species of wildlife. Scheduled replacement of vehicles and equipment will be postponed. The Service will reduce travel expenditures. Specific enforcement efforts that will be impacted include investigations into the illegal take of endangered wolves and bald eagles; surveillance of sea turtle netters, buyers, and sellers on the Caribbean; and striped bass enforcement activities.

Objectives:

1. To enforce the Eagle Protection Act, Endangered Species Act, Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), Migratory Bird Treaty Act, Migratory Bird Hunting and Conserva-

tion Stamp Act, Lacey Act, Marine Mammal Protection Act of 1972, Airborne Hunting Act, and the National Wildlife Refuge Administration Act of 1966;

2. To uncover major commercial activity involving illegal trade of protected wildlife and wildlife products;

3. To protect domestic and foreign wildlife species that enter into interstate and international commerce that are protected by treaty or otherwise under Federal jurisdiction and to issue permits when appropriate;

4. To enhance legitimate use and enjoyment of migratory birds and other wildlife; and,

5. To inform citizens of various Federal laws and regulations relating to the protection of fish, wildlife, and plants.

Base Program: The Service's law enforcement function is organized into seven Law Enforcement Districts, each administered by a Regional Director through an Assistant Regional Director for Law Enforcement. In Washington, the Director through the Assistant Director for Refuges and Wildlife is served by the Division of Law Enforcement. The Service provides protection for a broad spectrum of fish, wildlife, and plants through application of the full range of law enforcement techniques, including: 1) surveillance of areas of concentration of priority wildlife and fishery resources to prevent taking; 2) inspection of shipments arriving at and departing from designated, border, and special ports-of-entry; 3) investigation of known and suspected violations; 4) promulgation of information about and enforcement of Federal regulations concerning human interaction with protected species; and 5) submission of alleged violations of the law for assessment of civil penalties, or to the Department of Justice for criminal prosecution.

Workload statistics relating to law enforcement activities, such as those provided in the following tables, are commonly accepted as representing only an indirect measure of enforcement effectiveness. It is impossible to gauge, with any degree of accuracy, the caseload activity required to respond to future criminal actions. However, the Service plans to continue concentrating its enforcement resources on large-scale, commercial violations and anticipates results similar to the statistics presented on the following page for fiscal years 1987 through 1989.

Funding Analysis: A distribution of the FY 1991 law enforcement estimate by major component is shown below. It is estimated that a total of $2,000,000 will be spent during FY 1991 in support of activities undertaken to enforce the Lacey Act. Funding at the Fiscal Year 1991 estimate level will permit the Service to support an agent complement of 216 and 59 Wildlife Inspectors stationed at 10 designated ports-of-entry and other selected locations.

Major Components	FY 1991 Estimate	Agent Workyears
(1) Field Investigations	$15,749	186
(2) Special Operations	807	9
(3) Special Agent Trainees	700	10
(4) Wildlife Inspections	2,806	(59)
(5) Washington Office Support	2,787	11
Drug Program	1,000	0
Incident Reporting	750	0
(6) Forensic Laboratory	1,715	0
Total	$26,314*	216

*Includes estimated net collection of $1,739,000 import/export user fees.

Major Components: Law enforcement activities support the national interest and objectives of the Service concerning the sound management of the Nation's wildlife resources. The law enforcement program has five major components that provide the Service with a uniquely effective capability to maintain its Federal leadership in the conservation of wildlife. A description of each component follows:

(1) Field Investigations. Special Agents enforce all Federal wildlife protection laws by conducting investigations and apprehending individuals charged with violations throughout the United States, including Guam, Puerto Rico, and the Virgin Islands. Having begun with responsibilities under the Lacey Act of 1900 that originally consisted of prohibiting the interstate commerce of illegally taken game and preventing the importation of injurious wildlife into the United States, agents now help conserve bald and golden eagles, migratory birds, endangered species, marine mammals, species protected by international treaty or by individual foreign countries, and any wildlife hunted or harassed from aircraft. During the past 10 years, the complexity of investigations has changed from primarily petty offense violations to felony violations involving illegal trafficking in wildlife, both within the United States and in foreign countries.

(2) Special Operations. The Special Operations Branch is composed of 9 Special Agents who are assigned full-time undercover duties and report to the Washington Office. They employ highly sophisticated and innovative investigative techniques in the fight against large-scale illegal commercialization of wildlife. Experience has shown that one of the most effective techniques is through undercover operations; i.e., investigations which are furthered through information developed by agents and/or informants who infiltrate wildlife trafficking organizations or set up storefront operations. Such investigations are expensive, time-consuming, and dangerous; however, undercover operations have been quite successful in apprehending and prosecuting major violators and, at least temporarily, ending their exploitation of wildlife resources and providing some deterrence to such activities in the future.

(3) Special Agent Trainees. In 1976, the Service inaugurated a procedure for the selection and training of Special Agents that emphasized

nationwide recruiting and the selection of the best qualified candidates without regard to geographic location. All new agents are sent to the Federal Law Enforcement Training Center in Glynco, Georgia, for initial basic training before reassignment to various field locations for closely supervised on-the-job training. After 12 to 18 months they are absorbed into the field investigations program, and additional new agents are hired to replace them as trainees.

(4) Wildlife Inspectors. To monitor the legal trade and interdict illegal importations and exportations of federally protected fish and wildlife species, the Service employs 59 uniformed Wildlife Inspectors, including 3 at Portland, who work side-by-side with Customs and Agricultural Inspectors to provide expertise in wildlife law and identification. Wildlife Inspectors check the legality of the various importation permits and documents and conduct physical inspections on a random basis to interdict illegal importations. In 1981, the Service published rules under the authority of the Endangered Species Act which authorized the licensing of persons engaged in the business of importing and exporting wildlife. Under the regulations any person who commercially imports or exports more than $25,000 worth of wildlife annually must obtain a license. Since 1986, the Service has required licensees to pay user fees to reimburse the costs of inspecting and clearing wildlife shipments.

(5) Washington Office Support. As staff to the Service Director, the Washington Office of Law Enforcement provides overall direction, policy development, and direct support to the field; coordinates interdistrict investigations and monitors investigations of national significance; conducts selected sensitive investigations as well as all foreign investigations; maintains liaison with appropriate law enforcement agencies at the Federal level; and drafts and reviews Federal regulations. In addition, the Washington Office provides basic training for new agents and wildlife inspectors, as well as annual in-Service training for all agents and inspectors, and specialized training for other Service and State fish and game agency personnel at the Federal Law Enforcement Training Center at Glynco, Georgia. Administration of the Law Enforcement Management Information System (LEMIS), a computerized investigative records data base designed to assist field agents and supervisors in managing their case loads and providing for sophisticated intelligence analysis, is also handled by the Washington Office staff.

(6) Forensic Laboratory. During September 1988, construction was completed on the National Fish and Wildlife Forensic Laboratory and the associated central repository for forfeited items and national eagle repository. The laboratory is located in Ashland, Oregon. The laboratory will provide species-specific identification of wildlife parts and products for the law enforcement activity, as well as for State wildlife law enforcement agencies.

Major Wildlife Law Violations: The Service considers the most serious violations to be large-scale commercialization of wildlife. Species affected by this activity include endangered and threatened species, migratory waterfowl, migratory non-game birds, walrus, reptiles, and their parts. Additional species, for which the Service shares protection responsibility with the States when illegally taken include resident fish, wildlife, and plants; for example, deer, bear, salmon, turkey, grouse, pheasant, and quail.

Another serious category of wildlife law violations is the illegal importation of wildlife into the United States for commercial purposes. Frequently used techniques include false documents, concealment and other forms of smuggling, failure to declare wildlife, as well as false declarations, and various forms of evasion. Among the many items subject to this activity are parrots, crocodiles, reptile leather, and spotted cats.

The illegal take of migratory birds, especially ducks and geese, and the illegal use of aircraft to take wildlife are other major categories of wildlife violations requiring Service law enforcement attention. Detection of these violations is difficult and requires many hours of investigative activity.

Public Awareness: The Service publicizes the results of major law enforcement investigations in the belief that such publicity will deter wildlife crime. Although it is difficult to measure the effectiveness of such programs, they are standard features of virtually all law enforcement programs at Federal, State, and local levels. Among the many techniques used are airport displays, donation of seized property for educational purposes to various institutions, brochures, fact sheets, and responses to inquiries from the media.

Special public awareness efforts, such as meetings, lectures and speeches, and direct mailings, are made to reach specific groups including customs brokers, taxidermists, hunters, travel agencies, and conservation organizations. These efforts are believed effective in reduction both the intentional and accidental illegal take of wildlife.

FY 1989/1990 Activities: The Service has continued to direct its attention away from petty offense violations (often resulting from the uninformed public unknowingly violating the law) and toward investigations involving major illegal trafficking of wildlife on the national and often international fronts.

During Fiscal Year 1989, a 3-year undercover investigation into illegal, commercial hunting operations in Texas was terminated with the arrests of 22 persons for violations of the Migratory Bird Treaty Act and the Lacey Act. During the investigation, special agents documented more than 1,300 violations and, subsequently, charged approximately 200 persons criminally. To date, fines totaling $122,418 and jail time of 73 years have been imposed by the courts in this case.

In response to a Fiscal Year 1990 Congressional directive, the Service has drafted a fee schedule for forensic services provided to State and local law enforcement agencies by the National Fish and Wildlife Forensics Laboratory. The draft fee schedule represents the best estimate of cost associated with such services, as it is unknown what methods or resources (time, personnel, equipment, and supplies) will be needed to make most comparisons or identifications. Established identification techniques simply do not exist for the majority of wildlife related comparisons and identifications. Further, there has been almost no case work conducted on which to base an accurate fee schedule. A report on fee schedule development will be provided to Congress by March 1, 1990.

A large-scale case focused on the illegal take of owls and hawks at gamecock breeding facilities in Oklahoma and Texas. Steel-jawed, leg-hold traps attached to the tops of poles were used in the taking. One hundred and seventy gamecock breeders were issued violation notices for illegal take of migratory birds.

Incidental migratory bird kills caused by use of open waste water and oil pits were investigated in Oklahoma, Texas, and New Mexico. It is estimated that annual losses of migratory birds using open waste water and oil pits are in the tens of thousands. Oil companies were given notice and allowed 1 year to voluntarily clean up the sites. Industry response to the enforcement effort has been favorable.

A 3-year undercover investigation into the illegal smuggling and sale of Mexican fur into the United States was terminated with the arrest of 8 individuals and indictment of 17 others. The courts have awarded sentences totaling 24 years and 6 months and fines of $13,800.

A joint State/Federal investigation involving the illegal take and sale of 109 live elk in New Mexico has resulted in international attention being given to commercialization of wildlife. The investigation has resulted in the hiring of a special prosecutor by the State of New Mexico and the appointment of a special 90-day Grand Jury to look into the matter.

The much publicized killing of a whooping crane in Arkansas Bay, Texas, was investigated and resulted in the hunter pleading guilty and paying a $15,000 fine for taking an endangered species.

Natural resource agencies from Illinois, Minnesota, Wisconsin, and the Province of Ontario recently met and documented the illegal take of wildlife, including lake trout and other fish from the Great Lakes Basin. These agencies have requested the Service's assistance in stopping the unlawful interstate and international commercialization of Great Lakes resources that is annually illegally harvesting wildlife valued in excess of $6,000,000. This cooperative endeavor would take place in FY 1990.

A 2-year covert psittacine investigation documented just how extensive and blatant illegal trade is in Latin American parrots. Thirty-six people in nine states have been indicted or have civil penalties pending. Seizures related to this investigation exceeded half a million dollars, including birds valued in excess of $460,000. The prosecution phase of the psittacine investigation should be accomplished in Fiscal Year 1990.

Migratory bird enforcement efforts continued to document widespread violations of waterfowl regulations, even though duck populations are at or near record lows. Emphasis was given to task force accomplishments during the fall waterfowl season. In some areas, ongoing covert investigations related to waterfowl enforcement have documented a total disregard for waterfowl regulations. During FY 1990, enhanced waterfowl task force operations will occur, including two major covert endeavors.

The prosecution phase of a 3-year covert investigation dealing with the illegal commercialization of animal parts started in late 1989. This

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investigation revealed large scale illegal commercialization that is significantly impacting populations of black bear in the Great Lakes states.

During 1989, the Division of Law Enforcement in the Southeast Region scheduled 52 operational plan projects for the protection of migratory game and nongame birds, endangered species, and wildlife illegally taken and transported in interstate commerce. Approximately 3,200 agent staff-days were required to complete those plans. Particular emphasis was provided for protection of wintering waterfowl populations throughout the region, as well as endangered species. Several State/Federal undercover operations into illegal commercialization of wildlife were concluded, with charges being filed against more than 100 persons.

The Southeast Region has scheduled 113 operational plan projects for FY 1990, which will require approximately 5,600 staff days to complete. Particular emphasis will be provided for protection of wintering waterfowl populations in the states of Arkansas, Louisiana, Mississippi, Florida, North Carolina, South Carolina, and Tennessee, as well as endangered species in Florida and the Caribbean. Several task force operations concentrating on baiting and overbagging of wintering waterfowl are planned. Attention will also be directed towards control of illegal imports and exports of Federally protected wildlife and products at designated and nondesignated ports.

The San Luis Valley and adjacent areas have been subject to poaching and illegal commercialization of wildlife for many years. In 1986, the Service initiated an undercover investigation in cooperation with the States of New Mexico and Colorado. An undercover agent, posing as a taxidermist, was stationed at several locations in the Valley between 1986 and 1989. The investigation was approved at the outset by the Department of Justice, and United States Attorneys continued to provide guidance during the course of the probe.

Over a 3-year period, information was gathered on violations of State and Federal wildlife laws by 108 defendants in the two states. When the covert phase of the investigation was terminated, simultaneous arrest warrants and search warrants were served by teams of State and Federal officers. About 270 officers participated in the arrests and searches on March 6, 1989. In addition, the U.S. Customs Service provided helicopter support for the operation.

The Service had documented incidents where proceeds from wildlife sales were used to purchase drugs. This associaion to the drug trade and independent intelligence indicated that many of the suspects to be arrested could pose a danger to the arresting officers. Emphasis during the raid was on safety of the officers and suspects as well as innocent bystanders. The operation was carried out successfully without incident or injury. The cases are now being adjudicated in the State and Federal courts. The Service's conduct of the investigation has been reviewed and affirmed by the State of Colorado and the House Interior Subcommittee on General Oversight and Investigations.

Using $150,000 appropriated under the African Elephant Conservation Act for FY 1990, the Service plans to sponsor two workshops, African Elephant Protection and Wildlife Law Enforcement in Africa. The workshops will be held in Arusha, Tanzania, during FY 1990 and will convene the chief wildlife enforcement officers of the African elephant range states to discuss the

protection of the elephant from poaching and illegal commercialization, share enforcement techniques and intelligence information regarding illegal crafficking, and develop new methods of practical wildlife law enforcement for Africa.

FY 1991 Proposed Activities: In FY 1991, Service law enforcement activities are expected to continue to focus on major illegal commercialization and other major violations of the Endangered Species and Lacey Acts. Those species that are particularly vulnerable to human take, particularly endangered species and wintering waterfowl, will continue to receive concentrated law enforcement attention. Fishery-related law enforcement efforts will be directed toward international, interstate, and anadromous fishery resources.

Increase/Decrease from FY 1991 Base:

	FY 1991 Base $000/FTE-T	FY 1991 Estimate $000/FTE-T	Change
Incident Reporting	0/0	750/5	+750/5
Great Lakes	434/7	734/8	+300/1
Forensics Lab	1,265/16	1,715/19	+450/3
Drug Control Program	750/0	1000/0	+250/0
African Elephant	150/0	0/0	-150/0
Total	2,599/23	4,199/32	1,600/9

Incident Reporting (+$750,000/5 FTEs). This initiative will provide funding for the modification and upgrade of the computerized Law Enforcement Management Information System (LEMIS) which is maintained in the Washington, Regional, and field offices and administered by the Washington Office. In order to comply with the Uniform Crime Reporting Act of 1988 (P.L. 100-690) the Service is required to develop the capability for monthly incident reporting. In order to electronically assemble and report crime incidents to the Department and, in turn, to the Federal Bureau of Investigation, the LEMIS will be modified. The funding would support personnel costs for 3 computer programmers and 2 data entry clerks. The funding would also support rewriting of the existing programing code, addition of new programing codes, upgrading the processing and data storage hardware, training, documentation costs, and annual communications costs.

Distribution of Change by Object Classification:

Personnel	$200,000
Benefits	40,000
Travel	50,000
Other Services	320,000
Equipment	140,000
Total	$750,000

Fisheries Law Enforcement (+$300,000/1 FTE). This will increase law enforcement efforts by the addition of Special Agents who will be used to conduct investigations into the illegal commercialization now affecting Great Lakes lake trout. Emphasis will be placed on reducing the illegal take of adult lake trout which will assist in the build-up of a self-sustaining population in the Great Lakes. Locations where Special Agents are to be

stationed will be based upon intelligence analyzed in FY 1989 and FY 1990. It is planned for at least one agent to be stationed in Chicago, Illinois, to monitor the large commercial fish markets in that city and agents will be located in cities on the Great Lakes where it is determined that they can provide the maximum enforcement efforts for the benefit of the fisheries resource.

Distribution of Change by Object Classification:

Personnel	$ 52,000
Benefits	10,000
Travel	43,000
Equipment	75,000
Supplies and Materials	17,000
Other Services	103,000
Total	$300,000

National Fish and Wildlife Forensics Laboratory (+$450,000/3 FTEs). The requested increase will provide funding for a fully operational National Fish and Wildlife Forensics Laboratory (Laboratory) consistent with the purpose for which it was designed and constructed. The facility, located at Southern Oregon State College in Ashland, Oregon, is in the initial phase of operation and will provide wildlife forensic capabilities for the U.S. Fish and Wildlife Service, State wildlife law enforcement agencies, and international wildlife agencies. The primary purpose of the Laboratory will be to provide species-specific identification of wildlife parts and products for law enforcement related activities. The facility will also serve as the National Repository for Forfeited and Abandoned Wildlife Items, the National Eagle Repository and Distribution Center, and the National Captive Raptor Banding Center.

Distribution of Change by Object Classification:

Personnel	$165,000
Benefits	33,000
Travel and Transportation	50,000
Supplies and Materials	56,000
Other Services	44,000
Equipment	102,000
Total	$450,000

Drug Control Program (+$250,000/0 FTEs). The additional funding of $250,000 will provide for more effective drug enforcement by equipping additional refuge and law enforcement officers with sophisticated technical equipment and training, thereby increasing their capability to carry out a more comprehensive program. This would include surveillance equipment, such as night vision scopes and goggles, motion sensors, video and audio equipment and aerial surveys. Other equipment such as high capacity semi-automatic side arms have been purchased, however, extensive "transition" training is required before officers can carry these pistols. A portion of the increase would be used for this purpose.

Distribution of Change by Object Classification:

Equipment	$210,000
Other Services (includes training)	40,000
Total	$250,000

African Elephant (-$150,000/0 FTEs). In Fiscal Year 1990, the Service received $150,000 for African elephant protection. The Service is planning training and coordination seminars for elephant producing nations. These seminars, to be held in Africa in FY 1990, will provide a forum for law enforcement agencies of the various African elephant producing countries to share information and intelligence about law enforcement techniques and illegal poaching activities. Continuation of funding is not requested as the Service has included a request for an appropriation of $1,000,000 to the African Elephant Conservation Fund in FY 1991.

Distribution of Change by Object Classification:

Other Services	-$150,000

Justification of Program and Performance

Activity: Refuges and Wildlife
Subactivity: Migratory Bird Management

CURRENT LAW:

(Dollar amount in thousands)

	FY 1990 Enacted To Date	FY 1990 Adjusted Approp	FY 1991 Base	FY 1991 Estimate	Inc (+) Dec.(-) FromBase
Migratory Bird Management					
($)	11,620	11,625	13,262	14,206	+944
(FTE-T)	(167)	(167)	(184)	(186)	(+2)

PROPOSED LAW			Inc/Dec Current Law
America the Beautiful	$	[6,393]	[+2,000]
	(FTE)	[(22)]	[(+1)]

Impact of Public Law 99-77

	FY 1990 Enacted To Date	P.L. 99-177 BA Cancellation	Other Adjustment	1990 Adjusted Approp
Migratory Bird Management	11,620	-153	+158	11,625

Summary of Sequester Impact: Impacts of sequestration due to P.L. 99-177 will result in a reduction of Migratory Bird Management activities. This reduction will primarily result in fewer acres of habitat protection/restoration on key Joint Venture areas under the North American Waterfowl Management Plan.

Adjustments of +$167,000 for 1989 pay reprogramming (April 26, 1898) and a proposed reprogramming of -$9,000 for pay raise effective January, 1990.

Objectives

To develop estimates of breeding populations and production of waterfowl, mourning doves and woodcock, and fall flights of waterfowl as an aid in establishing annual hunting regulations.

To provide estimates of the size, species composition, age and sex ratios, location and chronology of annual duck, goose and woodcock harvests nationwide.

To cooperate with the States and the Canadian and Mexican governments in establishing annual hunting regulations and enhancing the conservation of migratory game birds.

To implement the North American Waterfowl Management Plan in cooperation with States, Provinces, and private conservation organizations.

To provide technical information and advice to other nations, the States, and private conservation organizations on the conservation and management of waterfowl and nongame migratory birds.

To recommend strategies and priorities for protecting wetlands and other waterfowl habitat.

To assist the USDA and the agricultural industry in developing the means to incorporate benefits to migratory birds in agricultural programs and practices.

To implement strategies for the conservation of nongame migratory birds in cooperation with other national governments, the States, and private conservation organizations.

To recommend strategies and priorities for management of National Wildlife Refuges and other Service and non-Service lands to benefit migratory birds.

Base Program: Pursuant to the Migratory Bird Treaty Act of 1918, and the Fish and Wildlife Conservation Act of 1980, the Service is responsible for the management of migratory bird populations. The major effort under Migratory Bird Management is the management of game and nongame migratory bird populations to provide the greatest benefit to people, including hunters, bird watchers, and others who enjoy birds as part of their lives. The Fish and Wildlife Service (Service) coordinates and conducts annual survey and banding programs that provide information essential to the development and implementation of management programs. This information is needed to establish hunting seasons that permit optimum migratory game bird harvest levels and to avoid actions that might cause long-term population declines of both game and nongame species.

Both the Service and the States participate in the collection and analysis of biological data, both maintain habitat, and both contribute to the establishment of hunting regulations. This sharing of effort and responsibility is essential to the management of migratory birds and to the success of cooperative efforts with other nations.

North American Waterfowl Management Plan ($3,400,000/11 FTE). A major tool for responsible migratory bird management is the North American Waterfowl Management Plan (Plan). This agreement, signed in 1986 by the Canadian Minister of the Environment and U.S. Secretary of the Interior, outlines a strategy for cooperative efforts to protect waterfowl habitat and build up declining waterfowl populations. As drought has persisted on many important breeding areas, and land use changes have taken place on those areas and on migration and wintering areas further south, populations of important waterfowl species have declined at an alarming rate. Table 1 on the following

page demonstrates this overall pattern of decline for ten major waterfowl species. The Plan outlines far-reaching efforts that must be taken in both countries to return waterfowl populations to levels that meet public demand. Overall, the existing successful programs such as wetland acquisition in the U.S. with Duck Stamp revenues and Ducks Unlimited wetland protection efforts in Canada, have not been able to provide nesting and wintering areas sufficient to maintain abundant waterfowl and offset wetland and other priority habitat losses. The Plan acknowledges that the National Governments of the two countries cannot carry out an effort of this scope without assistance, and calls for participation of State, Provincial, Territorial, and local governments; private conservation groups; businesses; and individual citizens in joint venture efforts to restore waterfowl populations. The Joint Ventures provide a focal point for implementation as the Federal governments of Canada and the United States, states, provinces, conservation groups and corporations add to a pool of resources that in total can accomplish the objectives of the Plan.

The objectives outlined in the Plan are stepped down to acquisition, management and restoration goals for each joint venture. Regional joint venture coordinators are already established in six of the Service's seven regional offices and joint ventures are being established to coordinate restoration of black duck and Arctic goose. Pursuant to approval by the International Association of Fish and Wildlife Agencies, Federal Aid-Wildlife special project funding totalling $840,000 has funded joint venture coordination through FY 1990.

The U.S. Office of the North American Plan is responsible for oversight of Plan implementation. In order to centralize this function, the U.S. Office of the North American Plan will be relocated to Washington, D.C., in FY 1991. By locating this office near the Migratory Bird Management Office, a cohesive approach will be taken to activities taking place under the broad umbrella of the Plan, including surveys, habitat restoration and technical assistance.

This office will also be responsible for coordination of activities authorized by the North American Wetlands Conservation Act (P.L. 101-233). The Act provides a mechanism for accomplishment of wetlands acquisition, restoration, and management for the North American continent. The U.S. Office for the North American Waterfowl Management Plan and the regional joint venture coordinators will provide the necessary staff support for the identification of wetland conservation projects and execution of approved projects.

Convention on Nature Protection and Wildlife Preservation (624,000/0 FTE). Because of the overlap between the Migratory Bird Treaty Act of 1918, as amended, and the Convention on the Nature Protection and Wildlife Preservation in the Western Hemisphere (Western Convention), all migratory bird management activities relate to the Western Convention. Most of the activities are unilateral, but the Service also undertakes bilateral and multilateral efforts with other Western Convention nations. For example, the Service and Mexico have developed several cooperative migratory game bird management programs. The Service has (1) advised Brazil and Mexico on setting up bird banding systems, (2) helped Mexico develop white-winged dove survey techniques, and (3) advised Mexico and the Central American nations on white-winged dove management and harvest strategies. In 1988 the Service signed a tripartite agreement with the governments of Mexico and Canada that will lead to

Table 1. Breeding population estimates for 10 species of ducks, 1955-89 (in thousands)*.

Year	Mallard	Gadwall	American wigeon	Green-winged teal	Blue-winged teal	Northern shoveler	Northern pintail	Redhead	Canvasback	Scaup
1955	10,345	1,106	3,333	2,078	6,436	1,965	9,251	733	595	7,100
1956	11,711	1,202	3,712	1,898	6,267	2,084	10,124	928	692	6,595
1957	10,948	1,102	3,208	1,293	5,449	1,744	6,856	884	600	6,535
1958	12,904	687	3,372	1,618	5,799	1,515	6,889	524	713	6,040
1959	10,292	663	3,779	3,153	5,300	1,649	7,228	641	481	8,220
1960	8,206	873	3,165	1,530	4,303	1,859	5,769	542	575	5,566
1961	8,290	1,422	3,219	2,216	4,833	1,525	4,860	437	395	6,764
1962	8,144	1,610	2,721	1,119	3,890	1,533	4,259	664	385	6,398
1963	7,360	1,578	2,209	1,754	4,587	1,435	4,361	396	523	6,564
1964	6,974	1,223	2,630	2,051	4,943	1,685	4,111	560	658	6,326
1965	5,948	1,692	2,695	1,526	4,628	1,607	4,301	568	505	5,383
1966	7,401	1,976	2,901	2,219	5,616	2,272	5,777	747	683	5,421
1967	8,205	1,638	2,637	1,944	4,715	2,244	5,870	846	556	5,877
1968	7,586	2,098	2,783	1,805	3,697	1,811	4,225	502	857	5,971
1969	8,065	1,837	3,192	1,991	4,514	2,150	6,390	759	530	6,338
1970	10,275	1,833	3,752	2,259	5,633	2,269	7,004	834	601	6,930
1971	9,843	1,733	3,425	2,352	5,426	2,052	6,291	693	441	6,149
1972	9,867	1,776	3,428	2,407	5,673	2,505	7,875	489	429	9,527
1973	8,781	1,198	3,665	2,444	4,866	1,657	5,114	754	696	7,535
1974	7,392	1,562	3,003	2,221	5,437	2,060	7,165	613	493	7,045
1975	8,109	1,672	2,862	2,038	6,441	1,994	6,387	974	706	7,846
1976	8,637	1,478	2,699	1,844	5,023	1,818	6,045	946	686	6,973
1977	8,226	1,546	2,678	1,952	4,626	1,616	4,971	688	702	7,490
1978	7,695	1,593	3,808	2,978	4,497	2,162	5,664	833	423	7,125
1979	8,444	1,889	3,388	2,920	5,278	2,555	6,070	774	606	9,135
1980	8,003	1,459	3,857	2,925	4,903	2,050	5,420	1,146	688	7,690
1981	6,757	1,479	3,555	2,515	4,076	2,403	4,227	825	594	7,253
1982	6,684	1,690	3,159	2,247	3,879	2,540	4,112	674	543	6,549
1983	7,107	1,536	2,923	2,574	3,381	2,237	4,088	866	528	8,788
1984	5,974	1,799	3,979	1,804	3,870	2,222	3,684	849	569	8,402
1985	5,475	1,410	2,508	1,873	3,756	1,925	2,935	701	411	6,235
1986	6,303	1,590	2,446	2,588	4,664	2,403	3,201	958	442	6,252
1987	5,691	1,705	2,734	3,041	3,618	2,229	3,137	767	478	6,261
1988	6,550	1,528	3,168	3,143	3,652	2,157	2,577	846	435	5,480
1989	6,119	1,423	2,577	2,697	3,199	1,636	2,471	528	488	5,299
Goals**	8,700	1,600	3,300	2,300	5,300	2,100	6,300	760	580	7,600
1955-88 Avg.	8,156	1,502	3,135	2,189	4,814	2,004	5,478	728	556	6,875
Percent Change in 1989 From:										
1988	-7	-7	-19	-14	-12	-24	-4	-26	+12	-3
1955-88 Avg.	-25	-5	-18	+23	-34	-18	-55	-14	-12	-23

* All duck indexes adjusted for visibility bias.

** Breeding duck population goals, from North American Waterfowl Management Plan (FWS-CWS 1986).

development of strategies for the conservation of migratory birds and their habitats in Mexico in furthering the objectives of the North American Plan.

The Service also cooperates with Mexican, Latin American, and Caribbean wildlife professionals in (1) training programs, (2) development and exchange of technical information, and (3) bilateral research and management of migratory birds, other wildlife and wildlands. The Service was appropriated a total of $624,000 in FY 1990 for cooperative Western Convention efforts.

Migratory Bird Management Workload Factors

		Estimate	
Survey	1989	1990	1991
Waterfowl breeding ground survey			
(aircraft hours)	1,700	1,700	1,900
Periodic waterfowl surveys			
(aircraft hours)	1,050	1,050	1,050
Midwinter waterfowl survey			
(aircraft hours)	1,250	1,250	1,250
(auto miles)	51,000	51,000	51,000
Woodcock singing-ground survey			
(routes)	900	900	900
Harvest survey			
Duck wings collected	72,000	72,000	72,000
Goose tail fans collected	8,000	8,000	8,000
Woodcock wings received	17,000	17,000	17,000
Banding			
Bands issued	2,000,000	2,000,000	2,050,000
Bands recovered	70,000	71,000	78,000
Other			
Management regulations prepared/reviewed	6	7	7
Research, public display, and incidental take permits reviewed	20	20	20
Environmental assessments/impact statements prepared/reviewed	4	6	6

Increases in aircraft hours, bands issued, and bands recovered in FY 1991 are for the following reasons: An increase in 200 aircraft hours is a reasonable estimate of the additional amount of flying time needed for a redesigned mid-winter waterfowl survey and increased emphasis on surveying breeding grounds for North American goose populations. Increased banding efforts for certain goose populations accounts for the increased bandings and recoveries.

Nongame Migratory Birds ($1,207,000/ 0 FTE) : The Service continues to conduct the annual Breeding Bird Survey. Nongame species population sizes and distributions reported by the Breeding Bird Survey are mapped relative to areas identified as high priority in the North American Waterfowl Management Plan. Annual reporting of this Survey facilitates use of the data by other agencies and researchers. The Service continues to assist other organizations either financially or with personnel to conduct Christmas Bird Counts and

publish breeding bird census data and winter bird population studies. Nongame bird management studies and other cooperative projects are conducted through Service Regional Offices, emphasizing status surveys, impacts of land use or agricultural programs, and development of new monitoring tools and analytical methods for nongame birds.

FY 1989 Accomplishments: For the 1989-90 duck season, the Service maintained restrictions on harvest rate as in the 1988-89 season. These included decreased season length, season frameworks, bag limits, and special seasons which had resulted in a 50% reduction in harvest rate nationwide over the 1988-89 season. Breeding population estimates, habitat, and fall flight indices all pointed to continued lack of recovery in breeding stocks of ducks. Until populations improve, the Service believes such restrictive measures are appropriate.

Information from States and conservation groups on the use and effect of splits and zones, shooting hours, point systems, and special seasons on harvest rates of waterfowl species was summarized in preparation for Service and flyway evaluation.

Efforts continued to improve response to the Waterfowl Harvest Survey. To improve response rates, the postcard issued to hunters that buy Federal Duck Stamps has been redesigned. Also a graphic instruction sheet was developed to encourage postal employees to make these postcards available to all duck stamp purchasers.

Since 1985, the Service has established special migratory bird hunting regulations for Indian tribes on reservations and on/off-reservation ceded lands. The number of tribes requesting special regulations has increased gradually, and for the 1989-90 season, the Service approved special regulations for nine tribes and one intertribal commission.

In the third year of conversion to nontoxic shot, the Service issued regulations identifying the counties to be converted to steel shot in the 1988-89 waterfowl season, on the basis of harvest of 10 or more waterfowl per square mile. In addition, the Service finalized regulations dealing with the use of steel shot in field trials, dog training, and shooting preserves, where captive-reared mallards are utilized.

The U.S. Office of the North American Waterfowl Management Plan continued to provide international and national coordination of planning, budgeting, direction, and implementation of the Plan. A counterpart office in the Canadian Wildlife Service shares international responsibilities. Under the guidance of the Plan, habitat protection, restoration, and management activities within the six joint ventures continued with increased cooperation between federal and state organizations and the private sector. These activities were aimed at protecting and enhancing waterfowl habitat. Planning documents were developed for each of the joint ventures to identify high priority sites for acquisition, management, and/or enhancement.

Due to the cooperation of all the States, provinces, and private organizations, the Black Duck Joint Venture has completed its planning phase. Management and research issues which need attention in order to reverse

current population trends were identified. Planning activities continued for the Arctic Goose Joint Venture with the development of a draft prospectus.

In August 1989, representatives of the Service, the Canadian Wildlife Service, and Mexico's Direction General of Ecological Conservation of Natural Resources reached agreement for the financial support of 13 wetland proposals directed at mapping and managing key wetland habitats located primarily along Mexico's east coast and including many important waterfowl wintering areas. These activities were implemented under the authority of the Tripartite Agreement signed by the three agencies in 1988 to undertake cooperative efforts to conserve Mexican wetlands and the migratory birds and other fish and wildlife that utilize them.

Efforts in migratory nongame management were conducted through Service Regional Offices and included the development of 14 reports for species of concern to State agencies, increased monitoring of the population status of groups not adequately covered by the Breeding Bird Survey, assistance in the publication of survey information, and the continuation of Colonial Waterbird Surveys in the Great Lakes. Costs for these studies were shared with State and private organizations.

A meeting was conducted with State and private organizations to discuss response to the Nongame Bird Strategies published in 1988. This document was rewritten reflecting the concerns expressed at the meeting, and in the 1988 (Mitchell) Amendment to the Fish and Wildlife Coordination Act of 1980. Also as a result of the 1988 Amendment, the Service drafted a report to Congress summarizing federal conservation of migratory non-game birds.

The Service conducted the Breeding Bird Survey, mainly by using volunteers, during 1989, for the twenty-fourth consecutive year. Annual reporting of this survey facilitates use of the data by other agencies and researchers. The 1989 results point to redistribution of several species in the mid-continent due to continued drought conditions. Also, the Service contracted for an analysis of Christmas Bird Count data to assess population status of 20 species of management concern.

FY 1990 and 1991 Activities: The Service will focus on expanding the coverage of breeding ground surveys eastward, evaluate and improve the waterfowl harvest survey, and assess and improve Service banding programs.

With additional funds provided in 1990, the Service will respond to direction in the Fish and Wildlife Coordination Act passed in November, 1988, to expand its nongame program to assess status of nongame birds on Federal lands, conduct workshops with State and local organizations on nongame bird management, supplement existing census efforts and initiate status evaluations for species of concern. Also "Strategies for Conservation of Avian Diversity in North America," the Service's long-range plan for the management of migratory nongame birds, will be finalized and implemented.

The Service will initiate the development of a more statistically sound mid-winter survey to provide information on the distribution of waterfowl, the numbers using specific areas, and the condition of wintering habitat. Procedures will be developed and tested to link wintering populations with

habitat types as a tool to be used in all Service activities relating to the protection, identification, and evaluation of high priority waterfowl habitat.

Species joint venture programs (black duck and Arctic goose) will join the existing habitat joint venture programs and will focus Service activity on those species of special concern identified in the North American Plan. If funds are available, the initial phase of the Black Duck Joint Venture will focus on a cooperative breeding ground survey and banding program, implemented by the U.S. and Canada. The Arctic Goose Joint Venture will assist Service efforts in a phased-in expansion of involvement in operational goose management programs. The need to shift the focus of goose management to the breeding grounds by initiating an operational breeding ground survey and banding program is suggested by the Arctic Goose Joint Venture.

Increase/Decrease from FY 1991 Base:

	FY 1991 Base $000/FTE-T	FY 1991 $000/FTE-T	Estimate Change
Declining Pintail Population Surveys	[679]	1,273	+594
-Base other programs	[679]	[679]	[-0-]
-MB-Pintail Ecology	-0-	594/1	+594/1
Migratory Bird Surveys/ Management	12,055/184	12,805/185	+750/+1
-Goose Management			[+400/+1]
-Waterfowl Harvest Survey			[+200/ 0]
-Mid-Winter Waterfowl Survey			[+150/ 0]
Nongame Management	1,207/0	807/0	-400/ 0
TOTAL	13,262/184	14,206/186	+944/+2

* Funding in Refuges $229,000, Research $450,000, totalling $679,000.

Declining Population Surveys:

Pintail Ecology ($594,000/+1 FTE). The continental population of pintails has experienced a significant decline from 10.12 million in 1956 to 2.58 million in 1988. The stated population goal for restoration of pintail in the North American Plan is to achieve and maintain a breeding population index level of 6.3 million birds by the year 2000. Based on survey results, it is clear that Alaskan habitats are very important to pintail populations when prairie habitats are suffering from drought. For example, in the spring of 1988, at a time when drought conditions in the North American prairies were at their worst observed in many years, pintail populations were displaced to less productive habitats in northern Canada and Alaska. In 1988, Alaska accounted for about 60 percent of the Continental population of pintails. In order to more accurately determine the pintail population trends, objectives that must be addressed include: 1) development of improved methods for obtaining estimates of pintail and breeding duck populations; 2) development of reliable methods that can be used to determine the status of populations and annual production, and for predicting the size of fall flights, 3) assessment of the

Description of Change by Object Classification:

Salary	$40,000
Travel	230,000
Supplies and Materials	65,000
Equipment	45,000
Other Services	214,000
Total	$ 594,000

Migratory Bird Surveys/Management:

Management of North American Goose Populations ($400,000/1 FTE).
Goose management in the United States and Canada is presently aimed at over 20 recognized populations of geese (North American Waterfowl Management Plan 1986). Geese comprise a substantial and growing proportion (currently about 15%) of the annual waterfowl harvest in the United States. In recent years, particularly for Canada geese, increasingly refined harvest regulations have been developed for individual populations of geese at Flyway Council request. The increase in complexity of goose harvest regulations is largely in response to the changing population status and changing distributions of certain flocks. Giant Canada geese are increasing rapidly, particularly in the Atlantic and Mississippi Flyways. Goose populations such as white geese and brant in the Pacific Flyway also are changing their distribution patterns, thereby complicating the regulation of their harvest. At this time there are no breeding ground surveys or banding programs for goose populations; therefore, it is increasingly difficult to establish regulations for individual populations. Population shifts need to be monitored with accuracy in order to set hunting regulations. Current midwinter surveys and regional neck-collaring programs are no longer adequate because of increased mixing of flocks on the wintering grounds.

The most effective alternative to the current situation is a phased-in expansion of Service involvement in operational goose management programs. The proposed expansion of the Service's role in goose management is based on (1) the need to shift the collection of population information to the breeding grounds, (2) the recognition that operational breeding ground surveys and banding programs should replace current color-marking programs in all but special cases.

In order of priority, Service actions will be to:

(1) Establish a systematic breeding ground banding program for northern nesting geese that will, over the next 10 years, provide information on the breeding ground origins of each goose population by flyway of harvest. This will involve a sampling of major breeding areas for goose species that reproduce in northern Canada and Alaska.

(2) Develop and implement a breeding ground survey of the northern breeding areas of geese that will detect both annual and long-term changes in the density and/or distribution of these breeding populations.

Description of Change by Object Classification

Salaries and benefits	$ 45,000
Travel/Transportation	79,000
Supplies & Materials	84,000
Other Services	152,000
Equipment	40,000
	$400,000

Improvements in the Waterfowl Harvest Survey ($200,000/0 FTE). Sound management of waterfowl populations requires a knowledge of the magnitude of the sport harvest. This information along with data on population status forms the basis for establishing annual hunting regulations. Current waterfowl harvest surveys are conducted by using a system that is "piggy-backed" on sales of duck stamps. A representative sample of post offices that sell duck stamps are asked to provide a contact card to each buyer of a duck stamp. Stamp buyers record their names and addresses, indicate whether they plan to hunt waterfowl, and mail the card to the Service. Stamp buyers who hunted are sent a questionnaire and from questionnaire responses, the total duck or goose harvest is estimated for each state. This indirect sampling of the universe of waterfowl hunters via duck stamp buyers is potentially biased and inefficient. Because of low response rates the survey is annually becoming less reliable. Without improvements to the current system, the Service is rapidly reaching the stage where one of the most fundamental pieces of data necessary to manage ducks and geese, knowledge of the magnitude of their harvest, will no longer be available.

Immediate improvements are needed in the questionnaire sent to hunters to improve response rates. Automation of procedures is required so that results from the survey are available on a more timely basis. More hunters should be sampled by including more post offices, providing more contact cards, and educating postal employees on the importance of the program through posters and other materials. Changes in the questionnaire should also be tested to differentiate between duck and goose hunters, thereby allowing more precise estimates of the harvest by each group.

Description of Change by Object Classification

Travel/Transportation	22,000
Supplies & Materials	28,000
Other Services	106,000
Equipment	44,000
Total	$200,000

Redesign of the Mid-Winter Waterfowl Survey ($150,000/0 FTE). An extensive survey of wintering waterfowl is conducted each year in early January. This mid-winter waterfowl survey is coordinated by the Service and conducted cooperatively with the States and other agencies. It currently provides information on the distribution of waterfowl, the numbers using specific areas, and the condition of wintering habitat. However, the survey is not statistically sound and therefore not adequate for determining long term migratory bird population trends.

Joint Ventures, identified in the North American Waterfowl Management Plan, focus restoration and habitat goals on waterfowl wintering areas and their associated species use. The mid-winter survey is presently the only method available to evaluate this critical winter habitat and the management/ enhancement activities being proposed or initiated under the authority of the North American Plan. In order to provide information that can be used for long-range planning, design changes will be implemented and a more statistically sound survey procedure must be utilized. Initially this will necessitate a reevaluation of the areas currently being surveyed to determine if these areas are representative of what is occurring "on the ground" and secondly a reevaluation of the current survey methods. Once a standard area of coverage and a standard survey method is established for the entire mid-winter survey, specific sites such as those identified in Joint Ventures can be targeted for optimal special surveys.

Description of Change by Object Classification
The object class detail for the $200,000 increase is as follows:

Travel/Transportation	75,000
Supplies & Materials	10,000
Other Services	15,000
Equipment	50,000
Total	$150,000

Nongame Migratory Bird Management (-$400,000/0 FTE). In response to expressed needs for enhanced management of nongame migratory birds, the Service received an increase of $250,000 in FY 1989. Funds were used to identify critical nongame sites and begin a nongame mapping program as outlined in the Service's Nongame Bird Strategies document that was published in draft in 1988. An increase of $400,000 was included in 1990 to improve the Breeding Bird survey by compiling, summarizing, and printing the results more frequently, by investigating modification of the Breeding Bird survey to include habitat identification, by expanding colonial waterbird surveys, and by working with the international community on issues affecting migrant nongame species. In 1991, sufficient funds are available within base operational funding allowing the Service to continue essential activities associated with the management, monitoring and assessment of nongame species. In addition, the Service will continue efforts to improve the Breeding Bird Survey, to maintain close coordination with States on nongame issues, and to update and finalize the Service's Nongame Bird Strategies document.

Description of Change by Object Classification

The object class detail for the $400,000 decrease is as follows:

Travel/Transportation	$ 150,000
Supplies/Materials	50,000
Other Services	150,000
Equipment	50,000
Total	$ 400,000

Proposed Law: America the Beautiful
Changes to Current Law Resulting
from Proposed Legislation

Increase from 1990 Current Law

(Dollars in thousands)

		1991 Current Law	1991 Proposed Law	Difference
Migratory Bird Management	$	4,393	6,393	+2,000
	(FTE)	(21)	(22)	(+1)

The proposes increase of $2,000,000 includes the following program increases:

Wetlands Initiative

Wetland Initiative-Wetland Restoration and Management ($1,100,000/0 FTE). The North American Waterfowl Management Plan has established strategies, goals and objectives for the protection of wetland and upland habitats to benefit waterfowl and other migratory birds. Joint ventures, or the pooling of resources, by Federal/State and private sources, is the operational focus of the North American Plan at the field level. This mechanism was developed, and has proven successful thus far, because no single organization can provide all the funding needed to accomplish habitat protection goals. Implementation plans have been developed, priority habitats ("flagship projects") have been identified in each of the 6 joint venture areas and initial start-up of field habitat protection efforts began in FY 1990 with the $1.2 million appropriated for the North American Plan. Activities underway in FY 1990 as a result of this increase include cooperative restoration/management programs with private landowners in the Central Valley, Gulf Coast, Mississippi Valley, and Prairie Potholes. Rice field lease programs, establishment of wetland buffer zones for wintering waterfowl, impoundment construction, and the development of water control structures are being implemented in the Gulf Coast and Mississippi Valley. Development of nest structures, predator control activities, botulism control, and pond construction are examples of tasks occurring in the Prairie Potholes

An increase of $1.1 million is requested for habitat restoration projects ($620,000) and support of habitat Joint Venture Coordinators ($480,000).

Habitat Restoration ($620,000). This increase would allow continuation of private land habitat improvement and restoration work in the Prairie Pothole Joint Venture at project sites at Chase Lake, North Dakota and Lake Thompson, South Dakota ($200,000). Cooperative programs with Ducks Unlimited and state agencies would continue wetland restoration, cost-sharing on rotational grazing systems and short-term leases for upland cover management. Wetland restoration programs would benefit waterfowl and other wetland dependent species such as western grebe, sandhill crane, and piping plovers. Grassland management programs such as upland cover restoration and rotational grazing

systems would benefit several species of grassland birds whose populations are declining. Examples include, Baird's, Leconte's and grasshopper sparrows, bobolinks and lark buntings.

Enhancement of waterfowl habitat on private lands is a key component of the Central Valley ($210,000) and Lower Mississippi Valley/Gulf Coast Joint Venture ($210,000). For example, of the original 4 million acres of wetlands in the Central Valley only about 280,000 acres remain, 90,000 of which are unprotected. The California Waterfowl Association will cooperate with the Service to secure management rights to 4,000 acres of restored wetlands. Landowners would be paid to manage wetlands converted from other land uses. In addition a cooperative effort with Ducks Unlimited and the Nature Conservancy, will implement wetland restoration and management in the Consumnes Preserve of California. Several rare species such as tri-colored blackbird and Swainson's hawk as well as a myriad of other nongame species such as egrets, herons, rails and shorebirds will benefit from this action. Funds provided for Chenier Plain and adjacent areas on the boundary of Texas and Louisiana in the Lower Mississippi Valley/Gulf Coast Joint Venture will also be utilized to support programs for restoring up to 50,000 acres of drained former wetland and in providing water control structures to lessen the impact of salt water intrusion. Programs will continue to flood extensive agricultural lands in the winter that are devoted to rice farming, to produce an important sanctuary and food source for wintering waterfowl.

Joint Venture Coordination ($480,000). In association with the U.S. Office for the North American Waterfowl Management Plan, the six habitat Joint Venture Coordinators will provide the focus for activities to be accomplished in support of the Plan and funded from Resource Management, as well as activities authorized by the North American Wetlands Conservation Act (P.L. 101-233). An increase of $480,000 is requested to fund the Joint Venture Coordinators for the Central Valley Joint Venture, Gulf Coast Joint Venture, Mississippi Valley Joint Venture, Prairie Pothole Joint Venture, Great Lakes/St. Lawrence Valley Joint Venture, and Atlantic Coast Joint Venture. The North American Wetlands Conservation Fund authorizes the establishment of a fund to implement the acquisition, management, and restoration goals set in the Plan. These Coordinators will provide staff support needed for identification and recommendation of project for acquisition, restoration, and enhanced management. Additionally, the Prairie Pothole and Great Lakes/St. Lawrence Valley Joint Venture Coordinators will support the U.S.Office for the Plan in international activities authorized by the Act. Administrative activities will be provided under the authority of the North American Wetlands Conservation Act.

Description of Change by Object Classification

The object class detail for the $1,100,000 increase is as follows:

Salaries	$ 360,000
Travel/Transportation	80,000
Supplies/Materials	120,000
Other Services	440,000
Equipment	100,000
Total	$ 1,100,000

Wetlands On/Off Service Lands ($500,000/1 FTE). To take advantage of the numerous opportunities for the restoration of wetland habitats that are provided by involvement with North American Waterfowl Plan, the Service is proposing to undertake, wetland restoration programs on and off Service lands. Activities in conjunction with the Farm Bill program have demonstrated the success that can be achieved by involving the private sector on wetlands protection and restoration. This wetlands restoration program will access lands that are not addressed by the Farm Bill Program, and will focus primarily on new opportunities in wetland restoration and enhancement in the Upper Midwest and the Lower Mississippi Valley. It is proposed that this increase will be used to initiate technical and operational support in these areas, with the proposed increase apportioned to target wetland restoration on 2000 acres in the Upper Midwest and 3000 acres in the Lower Mississippi Valley.

By working with private landowners, conservation organizations, corporations, and other government agencies, the Service will continue to pursue the protection and enhancement of wetlands. The Service will support the President's no-net-loss wetlands policy through outreach activities with the private sector, and by providing assistance to enhance and restore wetlands and wildlife as well as directly benefit the private landowner by enhancing erosion control and water conservation, reducing contaminant runoff, and increasing aquifer recharge.

Description of Change by Object Classification

The object class detail for the $500,000 increase is as follows:

Salaries and Benefits	$ 50,000
Travel/Transportation	100,000
Supplies/Materials	150,000
Other Services	100,000
Equipment	100,000
Total	$500,000

Wetland and Migratory Bird Data Bases to Support Regional Habitat Joint Ventures ($400,000/0 FTE). The Service is responsible for national leadership in implementing the North American Plan, evaluating progress, and making 5-year adjustments to the Plan with Canadian officials. Analytical capabilities to track the amount and location of wetland protection, restoration, creation, and enhancement work on several million acres of private, state, and Federal lands are required to monitor accomplishments at regional and national levels. These data must be integrated with migratory bird population data being collected in Canada, the U.S., and Mexico. New information becoming available on migratory nongame species will be accessed. Computer and wetland mapping technologies are the only cost-effective means of manipulating the digital data sets being made available to the Service from cooperators. The Service does not currently have the personnel or hardware capability to apply these tools to meet the requirements of the Plan. The Center is needed to evaluate land management solutions for migratory bird production problems, generate required reports to Congress, allocate resources for priority work, transfer wetland and associated habitat data to

cooperators, provide guidance to state and Federal cooperators, and develop the 5-year adjustment information.

A start-up for the Data Center is critical in 1990 for the first update of the Plan in 1991. It will be established in the Migratory Bird Management Office to take advantage of existing computer support facilities, operators, and data. Service Research facilities will provide technical assistance and data to accelerate start-up of operations. National Wetland Inventory digital files, 1:100,000 scale joint venture area project maps, Federal, state and cooperator protection and management areas, and migratory bird distribution and abundance data will be used to establish baseline and periodic analyses for Plan updates in Canada, Mexico and the U.S.

Description of Change by Object Classification

Travel/Transportation	25,000
Supplies & Materials	80,000
Other Services	120,000
Equipment	175,000
Total	$400,000

Justification of Program and Performance

ACTIVITY OVERVIEW: Fisheries

(Dollars in Thousands)

Subactivity		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
HATCHERY OPERATIONS AND MAINTENANCE						
Anadromous Hatchery Operations	$	8,443	8,761	9,239	10,944	+1,705
	(FTE-T)	(185)	(185)	(185)	(188)	(+3)
Inland/Great Lakes Operations	$	16,371	16,737	16,691	17,631	+940
	(FTE-T)	(334)	(334)	(334)	(338)	(+4)
Hatchery Maintenance	$	7,978	6,589	6,471	6,471	0
	(FTE-T)	(0)	(0)	(0)	(0)	(0)
Subtotal	$	32,792	32,087	32,401	35,046	+2,645
	(FTE-T)	(519)	(519)	(519)	(526)	(+7)
LOWER SNAKE RIVER COMPENSATION FUND						
Facility Operations and Maintenance	$	8,001	7,913	7,913	9,713	+1,800
	(FTE-T)	(14)	(14)	(14)	(16)	(+2)
FISH AND WILDLIFE MANAGEMENT ASSISTANCE						
Anadromous Fish Management Assistance	$	5,058	5,022	5,071	5,341	+270
	(FTE-T)	(81)	(81)	(81)	(82)	(+1)
Fish and Wildlife Assistance	$	2,758	2,744	2,772	3,677	+905
	(FTE-T)	(42)	(42)	(42)	(44)	(+2)
Subtotal	$	7,816	7,766	7,843	9,018	+1,175
	(FTE-T)	(123)	(123)	(123)	(126)	(+3)
ACTIVITY TOTAL	$	48,609	47,766	48,157	53,777	+5,620
	(FTE-T)	(656)	(656)	(656)	(668)	(+12)

Authorizations:

16 U.S.C. 661-666; Fish and Wildlife Coordination Act - Authorizes assistance to Federal, State, and other agencies in the development, protection, rearing, and stocking of fish and wildlife and controlling losses thereof.

16 U.S.C. 742a-742j; Fish and Wildlife Act of 1956 - Directs the Secretary of the Interior to provide continuing research, extension, and information services, and to take any necessary steps to develop, manage, protect, and conserve fishery and wildlife resources, including research.

16 U.S.C. 931-939; Great Lakes Fishery Act of 1956 - Implements the Convention on Great Lakes Fisheries between the United States and Canada.

16 U.S.C. 1801-1882; Magnuson Fishery Conservation and Management Act, as amended - Provides a framework for managing fisheries within the Exclusive Economic Zone, in part through establishment of eight Regional Fishery Management Councils on each of which the U.S. Fish and Wildlife Service is a non-voting member.

16 U.S.C. 1851 Note, as amended by P.L. 99-432; Atlantic Striped Bass Conservation Act - Provides for actions and activities to restore Atlantic striped bass, including, under certain conditions, declaration by the Secretaries of the Interior and Commerce of a moratorium on fishing for these species in coastal waters of States that do not implement and enforce the interstate management plan for striped bass.

16 U.S.C. 7460ss; Klamath River Basin Fishery Resources Restoration Act - Requires the Secretary of the Interior to develop and implement a restoration plan for the Klamath River Basin. Funding to implement the plan is authorized on a matching basis with local jurisdictions. It establishes two advisory bodies, one to advise the Secretary on the restoration plan and one to advise fisheries managers on harvest management.

A number of specific legislative actions authorizing construction and operation of various fish hatcheries.

90 Stat. 2921; Water Resources Development Act of 1976 - Authorizes the Lower Snake River Compensation Plan to mitigate for fish and wildlife losses caused by power generation features at four Corps of Engineers dams on the lower Snake River in Washington.

16 U.S.C. 662; Fish and Wildlife Coordination Act - Requires that the costs of constructing, operating, and maintaining measures to prevent or compensate for damages to fish and wildlife caused by a Federal project be considered integral costs of the project.

16 U.S.C. 838; The Federal Columbia River Transmission System Act - Provides that the Bonneville Power Administration shall adjust rates for power sales in order to recover all project costs.

16 U.S.C. 2801-2810; National Aquaculture Act of 1980 - Directs the Secretary of the Interior to participate in the development of a National Aquaculture Development Plan and authorizes research, development, and other activities to encourage the development of aquaculture in the United States.

16 U.S.C. 460k-460k-4; Recreational Use of Fish and Wildlife Areas - Commonly known as the Refuge Recreation Act of 1962, authorizes the Secretary of the Interior to administer refuges, hatcheries, and other conservation areas for

recreational use when such use does not interfere with the primary purpose for which these areas were established.

16 U.S.C. 668dd-668ee; National Wildlife Refuge System Administration Act of 1966 - Constitutes an "Organic Act" for the National Wildlife Refuge System and provides guidelines and directives for administration and management of all areas in the system.

16 U.S.C. 3101; Alaska National Interest Lands Conservation Act - Provides for the designation and conservation of certain public lands in Alaska, including designation of units of the National Wildlife Refuge System, and provides for the continuing subsistence needs of the Alaska Natives.

16 U.S.C. 1531-1543; Endangered Species Act of 1973, as amended - Implements the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere (56 Stat. 1354, T.S. 982) and the Convention on International Trade in Endangered Species of Wildlife Fauna and Flora (CITES) (T.I.A.S. 8249).

16 U.S.C. 1361, 1362, 1372-1384, 1401-1407; Marine Mammal Protection Act of 1972, as amended - Established Federal jurisdiction over all marine mammals, including Department of the Interior management responsibility for the sea otter, walrus, polar bear, dugong, and manatee.

16 U.S.C. 670a-670o; Sikes Act, as amended - Authorizes the Secretary of the Interior to cooperate with the Department of Defense, Department of Energy, National Aeronautics and Space Administration, Bureau of Land Management, and State agencies in planning, developing, maintaining and rehabilitating Federal lands for the benefit of fish and wildlife resources and their habitat.

7 U.S.C. 442-446; Waterfowl Depredations Prevention Act of 1956 - Authorizes and directs the Secretary of the Interior to request surplus grain from the Secretary of Agriculture to be used to lure migratory waterfowl from farmers' crops being threatened with damage.

7 U.S.C. 447-449; Surplus Grain for Wildlife Act of 1961 - Authorizes the Secretary of the Interior to request surplus grain from the Secretary of Agriculture for the emergency feeding of resident game birds, other resident wildlife and migratory birds threatened by adverse weather conditions or other factors destructive to wildlife resources.

FY 1991 Budget Request Summary:

The FY 1991 request for the Fisheries Activity will provide for continuation of basic operations at the level contained in the FY 1990 appropriation except for the following changes:

Hatchery Operations and Maintenance:

+$370,000 Additional funds are requested to offset increased hatchery operations costs resulting from higher fish food costs. (Anadromous Operations $170,000; Inland/Great Lakes Operations $200,000)

+$200,000 Additional funds are requested to provide an adequate level of operations for the Quinsault, Alchesay, Williams Creek, and Mescalero National Fish Hatcheries. (Anadromous Operations $65,000; Inland/Great Lakes Operations $135,000)

+$400,000 Funds are requested to initiate fish cultural operations at the new Nisqually National Fish Hatchery. (Anadromous Operations).

+$975,000 Additional funds are requested for hatcheries that are operating at less than full production to maximize production of depleted, nationally significant fishery resources. (Anadromous Operations $875,000; Inland/Great Lakes Operations $100)

+$900,000 Additional funds are requested to fully implement all methods and procedures as described in the Service's Fish Health Policy and Implementation Guidelines. (Anadromous Operations $195,000; Inland/Great Lakes Operations $705,000)

-$200,000 The congressional add-on for fisheries training will not be required in FY 1991. (Inland/Great Lakes Operations)

Lower Snake River Compensation Fund:

+$1,800,000 Additional funds are requested to meet mitigation requirements pursuant to the Water Resources Development Act of 1976.

Fish and Wildlife Management Assistance:

+$925,000 Additional funds are requested to enhance the Service's fishery assistance activities and contribution to major interjurisdictional fisheries restoration efforts. (Anadromous Fish Management $270,000; Fish and Wildlife Management Assistance $655,000)

+$250,000 Funds are requested for the Alaska Marine Mammal Tagging Program. (Fish and Wildlife Management Assistance)

Activity: Fisheries
Subactivity: Hatchery Operations and Maintenance

(Dollars in Thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
Anadromous Hatchery Operations	$	8,443	8,761	9,239	10,944	+1,705
	(FTE-T)	(185)	(185)	(185)	(188)	(+3)
Inland/Great Lakes Operations	$	16,371	16,737	16,691	17,631	+940
	(FTE-T)	(334)	(334)	(334)	(338)	(+4)
Hatchery Maintenance	$	7,978	6,589	6,471	6,471	0
	(FTE-T)	(0)	(0)	(0)	(0)	(0)
Total Requirement	$	32,792	32,087	32,401	35,046	+2,645
	(FTE-T)	(519)	(519)	(519)	(526)	(+7)

Impact of Public Law 99-177

	1990 Enacted To Date	P.L. 99-177 Reduction	Other Adjustments	1990 Adjusted Approp.
Hatchery Operations and Maintenance	32,792	-419	-286	32,087

As a result of the $419 thousand P.L. 99-177 reduction, the Service will reduce fish production commitments, reduce fish health services to non-Service facilities, reduce custodial maintenance and purchase of supplies, postpone cyclical maintenance and equipment replacement, postpone filling personnel vacancies, and reduce travel and training. Specific examples of reductions include: stocking fish at smaller sizes; limit fish distribution trips; filling the vacant hatchery manager positions at Inks Dam NFH, Texas and Mescalero NFH, New Mexico will be postponed for 3 months; and replacement of the main water supply valve at Garrison Dam NFH, North Dakota will be postponed.

The other adjustments are for 1989 Pay reprogramming (April 26, 1989), -$510,000; 1990 space reallocation, +$255,000; and proposed reprogramming for pay raise effective January 1990, -$31,000.

Objectives: **To produce and distribute, in a cost-effective manner, fish of the species, strain, number, size, and quality required to meet Federal fishery responsibilities. These responsibilities are:**

- **To facilitate restoration of depleted, nationally significant fishery resources;**
- **To seek and provide for mitigation of fishery resources adversely impacted by Federal water development projects;**
- **To assist with management of fishery resources on Federal (primarily Service) and Indian lands; and**
- **To maintain a Federal leadership role in scientifically-based management of national fishery resources.**

Base Program: Fish production activities in the National Fish Hatchery System (Hatchery System) are managed to serve existing and emerging fishery resource needs related to the four primary Federal responsibilities outlined in the objectives. To best meet these responsibilities, Federal production must complement the objectives of other fishery resource managers. Therefore, Hatchery System production requirements are annually coordinated with States, Tribes, other Federal agencies, and regional intergovernmental bodies having fishery management responsibilities.

In FY 1991, fish production and related activities will be undertaken at 77 Hatchery System facilities, four of which also serve as fish technology centers. This reflects the operation of four national fish hatcheries (Quinault, Alchesay, Williams Creek, and Mescalero) that were formerly funded by the Bureau of Indian Affairs and operated by the Service under a Memorandum of Understanding; and the new Nisqually Fish Hatchery at Clear Creek, Washington.

Also funded through the hatchery operations account are nine fish health centers. This reflects the Southeast Region's consolidation of two fish health centers at Heber Springs, Arkansas and Pisgah Forest, North Carolina into one fish health center at Warm Springs, Georgia. The funding and FTE at Heber Springs was transferred in FY 1988, and the funding and FTE at Pisgah Forest was transferred in December 1989. This centralization of fish health services will provide for more efficient operations, but will not result in any cost savings or personnel impacts.

Fish technology and fish health centers are involved in many activities that provide direct technical support and affect daily operations throughout the entire Hatchery System, including development and testing of feeds and feeding systems; quality-control monitoring of fish feeds to ensure maximum fish survival and minimum feed cost; application of research results and new technical developments to hatchery operations; improvement of water reconditioning methods to increase efficiency of hatchery operations; evaluation of the performance of various strains of hatchery fish under specific management

conditions; and disease prevention, diagnosis, and treatment through inspections, monitoring, and laboratory examination of fish from Federal, State, and private installations. Emphasis in FY 1989 included: development and improvement of cultural techniques for striped bass; development and improvement of cultural techniques for several endangered species; improved diagnostic techniques for salmonid diseases; development of oxygen supplementation systems; and development of improved diets and feeding systems for larval fishes and several hard-to-rear species, including striped bass. These and similar efforts will be continued in FY 1990 and FY 1991.

Operations funding supports: day-to-day facility management, including hatchery personnel and routine supplies; utilities (an expensive item at many installations due to water pumping, heating, reuse, and disinfection); fish food and nutritional supplements; drugs and chemicals to prevent or treat fish disease; activities related to distribution of fish; and evaluation activities, such as tagging fish prior to release and analyzing tag returns to assess the contribution of hatchery production to fishery resource management goals and to establish future production goals.

The aquaculture industry, especially the culture of freshwater finfish, has expanded rapidly in recent years. The interests, needs, and problems of private sector aquaculture are very similar to those of the public sector. Furthermore, fish reared by the private sector often mix with wild populations and those reared by government agencies. As a result, private aquaculture cannot be separated from public aquaculture and the management of wild fishery resources. There is particular need for the Fish and Wildlife Service to provide fish health inspections and diagnostic services, certification of triploid grass carp, response to bird depredation problems, chemical registration services, technical assistance and information, and research and development studies. A close working relationship with the aquaculture industry is in the best interests of the Nation's resources and the programs of the Fish and Wildlife Service. Although existing Service programs provide some of the required assistance, there is a need for the Service to provide adequate response to the growing needs of the aquaculture industry.

For purposes of managing the National Fish Hatchery System, fish production is generally categorized as either anadromous or inland/Great Lakes. However, if the need arises, coastal and estuarine species could be produced in certain facilities. For example, if the Gulf redfish resource declined to the point where its restoration necessitated the use of hatchery-reared fish, certain facilities could be directed toward this purpose.

ANADROMOUS HATCHERY OPERATIONS: In FY 1991, activities associated with the production of fish for the restoration and maintenance of anadromous fishery resources, including production that serves to mitigate the impacts of Federal water development projects, will be undertaken at 42 National Fish Hatcheries.

FY 1989 distribution of anadromous fish and fish eggs from the National Fish Hatchery System was as follows:

Major Program	Number of Eggs	Fish Number	Fish Pounds	Hatcheries Involved 1/
Pacific Salmon and Steelhead Trout	3,152,000	78,043,000	2,193,000	17 2/
Atlantic Salmon	763,000	2,962,000	143,000	8
Atlantic and Gulf Striped Bass	100,000	5,530,000	99,000	18 3/
Endangered Anadromous Species	-0-	44,000	45	1
	4,015,000	86,579,000	2,435,045	

1/ Many hatcheries produce fish and/or eggs of more than one species; therefore, the numbers in this column do not add to the total number of hatcheries producing anadromous resources.
2/ Includes distribution from Service-operated facilities in the Lower Snake River Compensation Plan.
3/ Includes distribution from Senecaville National Fish Hatchery operated by the State of Ohio under a Memorandum of Understanding that requires the State to produce striped bass for the Service's Chesapeake Bay restoration program on a cost-reimbursable basis through 1990.

Numerous hatcheries devoted to producing anadromous species are located on the West Coast, particularly the Pacific Northwest where a number of national fish hatcheries play key roles in intergovernmental programs to restore salmon and steelhead trout. For example, Hatchery System facilities produce salmon and steelhead in support of restoration and mitigation efforts in two major western river basins, the Columbia and the Sacramento, where major Federal water developments have greatly reduced runs of anadromous fish. Such production, along with major spring chinook and chum salmon restoration programs in Puget Sound, also contributes to meeting obligations under the U.S./Canada Pacific Salmon Treaty (Treaty). A portion of hatchery operations funding is used for expanded tagging of indicator stocks pursuant to Treaty obligations.

Other major components of the Hatchery System support restoration of stocks of Atlantic anadromous species. The Northeast Region has been involved in an expanding Atlantic salmon restoration program for many years. Several Hatchery System facilities participated in this effort, resulting in the stocking of 2,962,000 juvenile Atlantic salmon in FY 1989. Efforts to restore other Atlantic anadromous species were begun more recently. For example, in 1985 and 1986, respectively, 5-year cooperative agreements were signed with the State of Maryland and the Commonwealth of Virginia to produce and assess the use of hatchery-reared striped bass to supplement natural production and thus aid in restoring the Chesapeake Bay population to a self-sustaining level. This cooperative effort resulted in the November-December 1988 stocking of 850,000 striped bass.

The Southeast Region is not only an active participant in the Chesapeake Bay restoration effort, but also has a major anadromous fish restoration effort in the South Atlantic and Gulf coastal areas. Striped bass production is directed to the Albemarle-Pamlico Sounds of North Carolina along the Atlantic coast and coastal waters of Alabama, Mississippi, and Louisiana in the Gulf. Efforts to restore the endangered shortnose sturgeon are a more recent endeavor. In FY 1988 and FY 1989, production capabilities in the Southeast Region improved (primarily from more broodstock availability and improvements in larval feeds) for this endangered species, and restoration efforts will continue in FY 1990 and FY 1991.

In FY 1988, the House Committee expressed its continued expectation that the Service develop an agreement with the Nisqually Indian Tribe for the operation of the new Nisqually Fish Hatchery at Clear Creek. The FY 1989 Conference Report directed that the Service manage the hatchery operations. The Service has drafted the required cooperative agreement, and the Tribe is currently reviewing it. Construction of the hatchery began in 1989, and initial operations will begin in FY 1991 in cooperation with the Nisqually Tribe.

INLAND/GREAT LAKES HATCHERY OPERATIONS: In FY 1991, activities associated with the production of non-anadromous species of fish, serving several Federal fishery resource objectives, will be undertaken at 54 national fish hatcheries.

FY 1989 distribution of non-anadromous fish and fish eggs from the National Fish Hatchery System was as follows:

Major Program	Number of Eggs	Fish		Hatcheries 1/ Involved
		Number	Pounds	
Warm/Coolwater Species	12,465,000	89,984,000	188,000	18
Inland Salmonids	34,617,000	23,214,000	2,742,000	32
Great Lakes Lake Trout	21,000	7,326,000	346,000	13
Endangered/Threatened Species	5,000	1,888,000	80,000	3
	47,108,000	122,412,000	3,356,000	

1/ Many hatcheries produce fish and/or eggs of more than one species; therefore, the numbers in this column do not add to the total number of hatcheries producing non-anadromous resources.

A major objective involving inland/Great Lakes hatchery operations is the production of fish to mitigate the impacts of Federal water development projects, such as those in the Missouri, Colorado, and Arkansas/Red River Basins. These projects, and others, have altered stream flows, changed riverine habitats, and created numerous reservoirs, with attendant Federal mitigation responsibilities. Many of the new environments thus created require routine or supplemental stocking as they cannot support sustained

natural reproduction of desired species at the levels required by management objectives.

A major restoration effort involving non-anadromous fishery resources is supplying lake trout to the Great Lakes to re-establish self-sustaining stocks. Several Hatchery System facilities produce lake trout in support of this cooperative, international program to restore this nationally significant fishery resource. Renovation of the M/V Togue, an 85 foot converted trawler, was completed in 1989, allowing for the off-shore stocking of lake trout in the Great Lakes. Approximately 80 percent of the lake trout stocked in FY 1989 were placed off-shore over the best available habitat. The goal of off-shore stocking is to recruit adequate numbers of adult fish to these traditional spawning reefs to enhance the restoration of self-sustaining populations. Lake Superior is well on the way to being rehabilitated, and progress is being made on the other lakes.

Another major contribution of inland/Great Lakes hatchery operations is the production of threatened and endangered fish species. For example, in FY 1988 and 1989, improvements to the threatened greenback cutthroat broodstock at Saratoga National Fish Hatchery, Wyoming are leading to rapid recovery of the species in Colorado. In the Southwest Region, production capabilities for the threatened Apache and Gila trout, as well as the imperiled Rio Grande cutthroat trout, are improving. Also in FY 1988 and 1989, the feasibility of rearing paddlefish in the Southeast and Southwest was investigated. These restoration efforts, as well as investigations into cultural techniques for several other threatened species, will continue in FY 1990 and FY 1991.

Other important objectives of inland/Great Lakes hatchery operations are the production of fish to meet management needs on Federal lands, particularly on national wildlife refuges, and the operation of the National Broodstock Program. The National Broodstock Program was established to ensure the availability of adequate numbers of disease-free trout eggs to fulfill fish production needs of the Hatchery System. The FY 1991 production goals for the Broodstock Program are 68 million eyed trout eggs.

HATCHERY MAINTENANCE AND REHABILITATION: The Hatchery Operations and Maintenance budget for FY 1991 includes approximately $6.5 million for cyclical maintenance, repair and minor rehabilitation, and capitalized equipment needs throughout the Hatchery System. This funding level is approximately $1.5 million less than the FY 1990 enacted level and reflects funding reprogrammed to operations for annualization of the 1989 pay raise for Federal government employees. The requested funding will be used to improve the condition of facilities in the National Fish Hatchery System and support the Secretary's Legacy 99 Infrastructure Initiative.

Maintenance of Service operated hatcheries and related facilities is very important for continuing hatchery program objectives in a cost-effective manner. Adequate maintenance funding is needed to: 1) avoid further accumulation of facility deficiencies, 2) fulfill our Federal commitment to maintain fish restoration and mitigation production levels, and 3) ensure efficient operation and longevity of the large Federal investment (replacement value exceeds $700 million). Hatchery maintenance funds are used for the following:

- Cyclical maintenance: work that recurs at fairly predictable periodic intervals. The primary purpose is to sustain the intended useful life of facilities or equipment and to prevent the need for premature repair and replacement. Examples include: painting, paving, reroofing, and periodic servicing of equipment.

- Repair and minor rehabilitation: work that is not cyclical in nature, but occurs as a result of physical deterioration or functional obsolescence of a structure, building, or other component of a facility. Work to modify or improve facilities to enhance their original function or to apply new technological advances may also be included.

- Capitalized equipment: replacement or acquisition of major equipment items such as fish distribution tanks, vehicles, automatic feeding equipment, standby generators, and specialized scientific or computer equipment.

The Service began implementing a Maintenance Management System in 1986 to provide for more effective identification, scheduling, and tracking of maintenance activities. The system, through comprehensive field surveys, identified a large number of maintenance deficiencies in the National Fish Hatchery System. In FY 1990, the Service will update and refine this maintenance deficiency information, affording more usable information for reporting, ranking, and funding maintenance needs.

The FY 1988 Appropriation Committee Reports directed that the Service conduct a review of all fish hatcheries to determine essential maintenance needs and recommend priorities for implementation. The report, entitled "A Review of Maintenance Needs at National Fish Hatcheries," was transmitted to Congress in May 1988. Maintenance deficiency information for this report was supported by information from the Service's Maintenance Management System; however, a portion of the information had to be developed independently. In FY 1989, the Service updated the report to address changing needs, costs, and priorities. The updated report identifies in priority order a variety of unfunded hatchery maintenance needs totalling over $74 million. The report will be updated in FY 1990, utilizing information from the Maintenance Management System update, and will be used to allocate a portion of FY 1991 maintenance funding.

Increase/Decrease from FY 1991 Base

(Dollars in Thousands)

	1991 Base 000/FTE-T	1991 Estimate 000/FTE-T	Change
Fish Food	3,130/0	3,500/0	+370/0
Tribal Hatcheries	952/21	1,152/21	+200/0
Nisqually NFH	0/0	400/0	+400/0
Fisheries Academy	500/7	300/5	-200/-2
Fish Health Policy	1,500/33	2,400/39	+900/+6
Fish Production	19,848/458	20,823/461	+975/+3
Total	25,930/519	28,575/526	+2,645/+7

Fish Food (+$370,000/0 FTE-T). Starting in late 1988 and continuing through 1989, the price of fish food ingredients such as fish meal and soy meal increased substantially. This has caused a commensurate increase in the price of fish feed. Fish food prices in 1989 compared to 1988 increased 25 to 55 percent throughout the country. Hatcheries cannot absorb these cost increases while maintaining required production levels that are determined based on mitigation requirements and cooperative fisheries restoration objectives.

Additional funding of $630,000 provided in the FY 1990 Appropriation will partially offset this increase in the cost of fish food. However, an additional $370,000 is needed to fully offset the price increases, thus enabling the Service to maintain fish production at pre-price-increase levels. Funds would be allocated based on the price impact in respective Regions. The regional allocation would be approximately as follows:

Region 1	$131,000
Region 2	37,000
Region 3	22,000
Region 4	89,000
Region 5	46,000
Region 6	45,000
	$370,000

Distribution of Change by Object Classification

The object class detail for the proposed $370,000 increase is as follows:

Supplies and Materials	+$370,000
Total	+$370,000

Tribal Hatcheries (+$200,000/0 FTE-T). The requested funding will provide an adequate level of operational funding for the Quinault, Alchesay, Williams Creek, and Mescalero National Fish Hatcheries. Basic operational funding for fish food, gasoline and other fuels, electricity, supplies, and materials has not been adjusted since 1983. Inadequate funding has resulted in decreased fish production levels and reduced levels of routine maintenance and equipment replacement. Requested funds will enable the Service to efficiently operate these national fish hatcheries at full production levels. Funding will also allow for a normal level of routine maintenance and for replacement of badly deteriorated equipment.

Distribution of Change by Object Classification

The object class detail for the proposed $200,000 increase is as follows:

Equipment	+$ 30,000
Supplies and materials	+$ 40,000
Other services	+$130,000
Total	+$200,000

Nisqually Hatchery O&M (+$400,000/0 FTE-T). The Nisqually Fish Hatchery at Clear Creek is located in the lower Puget Sound region of Washington State. The hatchery is within the boundaries of the Nisqually Indian Reservation. Specific legislative language indicates that the hatchery is to be owned by the Federal Government and is to be part of the National Fish Hatchery System, and that the Fish and Wildlife Service is to develop with the Nisqually Indian Tribe a cooperative agreement to facilitate the Tribe's administration and operation of the hatchery.

In FY 1986, 1987, and 1989, Congress appropriated a total of approximately $11.3 million for construction of the Nisqually Fish Hatchery. The Service has developed final environmental documents, permit applications, design documents, and construction and operational agreements with the Nisqually Tribe. The construction contract was awarded in September 1989, and construction activities will continue through 1990. Hatchery construction should be completed by July 1991.

Annual production goals for the facility include 6.8 million fall chinook, 630 thousand coho, and 3.4 million chum salmon smolts. Hatchery production will facilitate restoration of salmon in the Nisqually River and help meet obligations of the Hood Canal Management Plan and the U.S./Canada Pacific Salmon Treaty.

Requested funds will be used by the Nisqually Indian Tribe to initiate fish cultural operations at the newly constructed hatchery in 1991. Approximately $30,000 (7.5%) will be used by the Service for administrative support (i.e., contract administration, real and personal property inventories, oversight for operation and management, etc.)

Distribution of Change by Object Classification

The object class detail for the proposed $400,000 increase is as follows:

Equipment	+$ 3,000
Supplies and Materials	+$ 7,000
Other Services	+$390,000
Total	+$400,000

Fisheries Training Academy, Leetown, WV (-$200,000/2 FTE-T). In FY 1990, Congress appropriated $200,000 to the Fisheries Academy at Leetown, West Virginia to implement the Service's Fisheries Training Program. The funding provided will be used by the Academy to assume the majority of the costs associated with training of fisheries personnel required to ensure their technical capability. The appropriated funding will also enable the Academy to provide limited technical fisheries training to Indian tribal resource managers, thereby strengthening the ability of the Tribes to exercise their rights of self-determination and helping the Service meet its trust responsibilities.

In FY 1991, the funding for required fisheries training will be covered by operational funding from the field stations that receive the training. Also reduced emphasis will be placed on tribal training. Therefore, the $200,000 provided in FY 1990 will not be required in FY 1991.

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Distribution of Change by Object Classification

The object class detail for the proposed $200,000 decrease is as follows:

Salaries and benefits	-$ 80,000
Travel and transportation	-$ 80,000
Equipment	-$ 20,000
Supplies and materials	-$ 10,000
Other services	-$ 10,000
Total	-$200,000

Fish Health Policy (+$900,000/6 FTE-T). In November 1988, the Director signed a major revision and update of the Service's Fish Health Policy and related implementation guidelines. This policy incorporates the most recent advances in the scientific knowledge of fish diseases and the scientific methodologies associated with their detection and treatment. Consistent with these scientific advances, the basic thrust of the Service's policy has been changed from that of identification and treatment of diseases to that of detection of fish pathogens and prevention of their introduction into Service hatcheries and/or other fish culture facilities.

Full implementation of the Policy and Guidance will require additional funding/personnel resources beyond those currently available to the Service's fish health centers. If the Service is to take full advantage of scientific advances in the detection of fish pathogens, more sophisticated equipment and more time will be needed in the laboratory. Recent fish disease developments, such as the first-time identification in North American waters of the pathogen causing Viral Hemorrhagic Septicemia at Makah NFH and the discovery of a new pathogen causing Epitheliotropic Epizootic Disease at Iron River NFH, indicate that the Service must raise its fish health techniques and methodologies to the highest possible level as quickly as possible. This is required to prevent the introduction of fish diseases into fish culture facilities and, ultimately, into wild fish populations, thus aiding the Service to fulfill its mission of conserving, restoring, and enhancing fishery resources.

The requested funding would be used at Service fish health centers to begin implementation of methods and procedures described in the Fish Health Policy Implementation Guidelines. This funding would also assist the Service meet private aquaculture disease inspection demands without causing undue burden on Service priority disease control activities. Disease inspections at private aquaculture facilities is required to ensure protection of wild (public) fishery resources. Approximately $200,000 would be used to purchase equipment necessary for new testing methodologies.

Distribution of Change by Object Classification

The object class detail for the proposed $900,000 increase is as follows:

Salary and benefits	+$260,000
Travel and transportation	+$ 80,000
Equipment	+$200,000
Supplies and materials	+$190,000
Other services	+$170,000
Total	+$900,000

Fish Production (+$975,000/3 FTE-T). Recreational and commercial fisheries provide major economic and social values to the American people. According to the U.S. Fish and Wildlife Service's 1985 National Survey of Fishing, Hunting and Wildlife-Associated Recreation, 46.4 million Americans 16 years old and older fished. These recreational anglers spent 976.6 million days on the water and $28.1 billion pursuing their sport. By 1991, the number of recreational fishermen is expected to exceed 60 million. Commercial fishing is also economically valuable. For example, the estimated commercial harvest from the Great Lakes was valued at $270 million in 1985, and the commercial harvest of salmon in Washington, Oregon, and California was valued at $200 million in 1986.

Fish production activities in the National Fish Hatchery system are managed to serve existing and emerging fishery resource needs for both recreational and commercial fisheries. Major fisheries across the country have suffered losses as a result of Federal water development projects, changing land use practices, non-point source pollution, and overfishing. The Service has mitigation responsibilities and shares stewardship responsibilities with State and other Federal agencies for restoration of these depleted, nationally significant, multi-jurisdictional fisheries. The erosion of hatchery operational funds has impeded the Service's ability to mitigate fish losses caused by Federal water development projects and to assist in major, cooperative fish restoration efforts.

Increased funding will be used at 21 national fish hatcheries involved in the production of Pacific salmon and steelhead trout, Atlantic and Gulf coast striped bass, Great Lakes lake trout, recreational warm/cool water species, and large river system species such as paddlefish and sturgeon.

Approximately $425,000 will be the second phase of a three year program totalling $1.3 million to maximize the production of depleted Pacific salmon and steelhead trout stocks. Current salmon and steelhead trout production has dropped 30 million below current capability with existing facilities. Additional production could be expected to increase anadromous runs by 77,500 adult fish with a recreational and commercial fisheries value of approximately $3.5 million.

Approximately $200,000 will be used to increase the production of anadromous striped bass to enhance Federal/State coordinated efforts to restore depleted stocks to their native range along the Texas Gulf coast. Fish production for this emerging restoration effort is being accomplished at hatcheries that were not specifically designed for striped bass culture, and increased funding is required to implement state-of-the-art production techniques and methods to optimize the quality and quantity of striped bass produced. Increased funding will also enhance efforts to refine cultural techniques through investigation and analysis of striped bass production parameters.

In 1988, the Service played a major role in the adoption of a National Recreational Fisheries Policy. In 1989, under the umbrella of the National Policy, the Service developed its Recreational Fisheries Policy, "Fisheries-USA," to optimize the opportunities for people to enjoy the Nation's recreational fisheries. As a first step toward implementing this policy, approximately $40,000 will be used at Genoa National Fish Hatchery to increase

warm/cool water fish production to enhance recreational fisheries on national wildlife refuges. This funding will also provide increased fish production for Indian tribal waters in support of the Service's trust responsibilities.

Completion of construction at Iron River National Fish Hatchery will permit enhanced lake trout production in 1991. Approximately $60,000 will be used to begin operation of the new facilities that will enhance the goals of the Great Lakes Lake Trout Restoration Program. Increased funds will be used to reestablish and develop broodstocks, increase and improve spawning activities, increase fish production, strengthen offshore stocking, and increase microtagging.

Approximately $250,000 will be used to enhance striped bass production capabilities to implement comprehensive restoration plans developed under provisions of the Atlantic Striped Bass Conservation Act and to support cooperative agreements between the Service and the States of Alabama, Florida, and Georgia for restoration in the Gulf coast. Increased funding will also support continued improvements in the cultural capabilities related to recovery of the endangered shortnose sturgeon. Additional funds will be used to initiate production programs to restore depleted populations of paddlefish in the lower Mississippi and Tennessee River basins.

Increased funding will be allocated approximately as follows:

Program Area/Species	Hatcheries Involved	Increased Funding
Pacific coast/salmon and steelhead trout	6	$425,000
Texas Gulf Coast/striped bass	4	200,000
Refuges and tribal waters/coolwater fish	1	40,000
Great Lakes/lake trout	1	60,000
Atlantic and Gulf coast, large rivers/ striped bass, sturgeon, and paddlefish	9	250,000
Total	21	$975,000

Distribution of Change by Object Classification

The object class detail for the proposed $975,000 increase is as follows:

Salary and benefits	+$140,000
Travel and transportation	+$ 20,000
Utilities	+$ 85,000
Equipment	+$160,000
Supplies and materials	+$420,000
Other services	+$150,000
Total	+$975,000

Activity: Fisheries
Subactivity: Lower Snake River Compensation Fund

(Dollar Amounts in Thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
Facility Operations and Maintenance	$	8,001	7,913	7,913	9,713	+1,800
	(FTE-T)	(14)	(14)	(14)	(16)	(+2)
Total Requirement	$	8,001	7,913	7,913	9,713	+1,800
	(FTE-T)	(14)	(14)	(14)	(16)	(+2)

Impact of Public Law 99-177

	1990 Enacted To Date	P.L. 99-177 Reduction	Other Adjustments	1990 Adjusted Approp.
Facility Operations and Maintenance	8,001	-103	+15	7,913

As a result of the $103 thousand P.L. 99-177 reduction, the Service will reduce salmon and steelhead trout production commitments at State and Service hatcheries and will postpone equipment replacement purchases. This will delay meeting mitigation goals of the Lower Snake River Compensation Plan.

The other adjustments are for 1989 Pay reprogramming (April 26, 1989), +$16,000; and proposed reprogramming for pay raise effective January 1990, -$1,000.

Objectives: Meet statutory requirements of the Lower Snake River Compensation Plan to:

- Restore the salmon and steelhead trout runs of the Snake River Basin that have been diminished due to construction and operation of four dams of the Lower Snake River Project located in the State of Washington. This restoration plan requires release of about 27 million juvenile anadromous fish annually to assure average adult returns of 18,300 fall chinook salmon, 58,700 spring and summer chinook salmon, and 55,100 steelhead trout to the Snake River Basin.

- Ensure the most effective use of Federal funds by Federal and State agencies who operate and maintain lower Snake River mitigation hatcheries.

- Mitigate the loss of non-anadromous fishery resources in the lower Snake River of Washington and Idaho by stocking 93,000 pounds of trout annually.

Base Program: The Snake River system was one of the outstanding river systems in the United States for the production of anadromous salmonids such as steelhead trout and Pacific salmon. In the past, anadromous fishery resources produced in the Snake River system contributed substantially to the large commercial, sport, and Indian treaty fisheries in the Columbia River system and Pacific Ocean fisheries from California to Alaska.

Construction of four dams on the lower Snake River was authorized in 1945. The first dam was completed by the U.S. Army Corps of Engineers (Corps) in 1961 and the last in 1975. A major decline of Snake River salmon and steelhead fishery resources was detected within a few years after the first dam began operation. In response, the Fish and Wildlife Service (Service) and the National Marine Fisheries Service were requested by the Corps in 1972 to prepare a special report on the impact of these dams on anadromous fish resource of the entire Snake River basin. The report indicated that Snake River anadromous fish populations had decreased by half in just ten years. Major spring, summer, and fall chinook salmon runs and summer steelhead trout runs have subsequently been reduced to a fraction of their former abundance. By 1977, direct dam-related losses to Northwest fisheries exceeded $35 million annually.

To compensate for massive fishery loses, Congress authorized the Lower Snake River Fish and Wildlife Compensation Plan (Compensation Plan) in the Water Resources Development Act of 1976 (Section 102). The essential elements of the Compensation Plan include authorization for:

- construction and operation of 10 fishery installations and 12 associated substations necessary for restoring fall, spring, and summer chinook salmon and steelhead trout runs to "compensate for .... losses" caused by the Corps of Engineers' Ice Harbor, Lower Monumental, Little Goose, and Lower Granite dams and locks. These facilities will produce 9,160,000 fall chinook; 6,750,000 spring and summer chinook; and 11,020,000 steelhead smolts (juvenile fish) annually;

- construction and operation of hatchery facilities to produce 93,000 pounds of trout annually to compensate for losses to the resident fishery; and

- acquisition and development of lands for public access and habitat development.

The Compensation Plan established that construction of the necessary fishery resource mitigation facilities was to be carried out by the Corps of Engineers. Operation and maintenance of facilities was to be budgeted through one of the Federal fishery agencies. The Office of Management and Budget subsequently directed that the Fish and Wildlife Service assume this responsibility. Actual operation of facilities is carried out by the Service and by the States under detailed cooperative agreements with the Service. Assignment of budgetary responsibility to a single agency ensures basinwide oversight and management of Compensation Plan activities and effective coordination of all State/Federal fishery conservation efforts in the Pacific Northwest.

The Compensation Plan also established that the costs of constructing, operating, and maintaining fishery resource mitigation facilities are made necessary by the power production feature of the Lower Snake River Project and must be reimbursed from power sales revenue. Under terms of the Compensation Plan, anadromous fish losses are totally attributed to power production and, therefore, mitigation costs are subject to 100 percent reimbursement from project power revenues. Mitigation costs associated with resident fish losses are subject to 83.8 percent reimbursement from project power revenues. By legislative requirement, these costs must be reimbursed to the U.S. Treasury from project power revenues. Accordingly, the Bonneville Power Administration includes the costs of planning, operating, and maintaining Compensation Plan fishery resource mitigation facilities and programs when establishing rates for electric power sales from the Columbia River Power System. The Service is funded for operations and maintenance of Compensation Plan mitigation facilities by annual direct appropriations to the Service's base operating account, the Resource Management Appropriation. The Bonneville Power Administration subsequently reimburses the general Treasury for these operation and maintenance expenditures on the last day of the fiscal year in which they are incurred.

In general, funds appropriated to the Service are used to:

- plan and coordinate all Compensation Plan activities;
- operate and maintain two Federal fish hatcheries constructed by the Army Corps of Engineers to assist in restoration of fishery resources lost due to Federal water development projects on the lower Snake River;
- fund State operation of fishery mitigation installations constructed by the Army Corps of Engineers;
- integrate Compensation Plan mitigation efforts with the efforts of the three States, Indian, private, and other Federal agencies involved in restoring the anadromous fishery resources of the Snake River Basin;
- restore the non-anadromous trout resource of the lower Snake River; and
- evaluate Compensation Plan implementation activities and quality of Compensation Plan hatchery production to assess progress toward mitigation and restoration goals. Survival and contribution of smolts produced and released at Compensation Plan hatcheries will continue to be evaluated in FY 1990 and FY 1991.

The following figure and tables are provided for informational purposes:

Figure 1: The area subject to the provisions of the LSRCP and the location of LSRCP installations.

Table 1: Current construction completion schedule of LSRCP mitigation facilities.

Table 2: Current and projected future funding needs for operation and maintenance of LSRCP facilities through FY 1993.

Figure 1

U.S. FISH AND WILDLIFE SERVICE

LOWER SNAKE RIVER COMPENSATION PLAN FACILITIES

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Table 1

LOWER SNAKE RIVER COMPENSATION PLAN
FISH MITIGATION FACILITY CONSTRUCTION SCHEDULE 1/

Facility 2/	Completion Date (Mo/Yr)	Construction Cost ($000)
ANADROMOUS FISH RELATED FACILITIES:		
Irrigon SFH	10/85	8,117
Wallowa Satellite (T/A)	5/85	2,206
Little Sheep Creek Satellite (T/A)	8/87	1,780
Lookingglass SFH	11/82	6,324
Big Canyon Satellite (T/A)	4/87	1,809
Imnaha Satellite (T/A)	7/88	818
Lyons Ferry SFH	11/83	20,503 3/
Tucannon Satellite (T/A)	11/84	2,775
Dayton Pond Satellite (A)	10/86	828
Curl Lake Satellite (A)	2/85	143
Cottonwood Creek Satellite (A)	2/85	540
Clearwater Anadromous SFH	2/91	20,500
Crooked River Satellite (T/A)	5/90	2,177
Red River Satellite (T/A)	11/86	759
Powell Satellite (T/A)	5/89	1,239
McCall SFH	9/81	4,615
South Fork Satellite (T/A)	7/80	838
Sawtooth SFH	1/85	9,322
East Fork Satellite (T/A)	11/83	1,386
Magic Valley SFH	8/87	10,753
Dworshak NFH	11/82	1,539
Hagerman NFH	4/84	6,980
Eagle Disease Lab	4/89	1,300
RESIDENT FISH RELATED FACILITIES		
Lyons Ferry SFH	11/84	[20,503] 3/
TOTAL ESTIMATED CONSTRUCTION COST (Corps of Engineers)		$107,251

1/ Based on Army Corps of Engineers construction schedules.
2/ SFH: Federally-owned fish hatchery operated by the State;
NFH: Service operated National Fish Hatchery;
(T): Adult Trapping Site; (A): Smolt Acclimation/Release Pond.
3/ Total construction cost for Lyons Ferry SFH, including both anadromous and resident fish production facilities, is $20,503,000.

Table 2

SERVICE EXPENDITURES AND COST ESTIMATES FOR OPERATION OF
LOWER SNAKE RIVER COMPENSATION PLAN FACILITIES AND PROGRAMS
(Dollars in Thousands)

Installation/Program 1/	Fiscal Year 1989 2/	1990 2/	1991 3/	1992 3/	1993
ANADROMOUS FISH RELATED OPERATIONS:					
Irrigon SFH, OR	830	1,018	1,109	1,200	1,270
Lookingglass SFH, OR	364	459	513	555	595
Lyons Ferry SFH, WA	1,316	1,389	1,534	1,616	1,616
Clearwater Anadromous SFH, ID	250	381	1,362	1,433	1,466
McCall SFH, ID	364	382	395	410	410
Sawtooth SFH, ID	721	771	861	925	925
Magic Valley SFH, ID	728	720	748	780	785
Eagle Disease Lab, ID	0	138	148	160	160
Dworshak NFH, ID	187	202	226	230	230
Hagerman NFH, ID	574	568	615	640	645
Fish Disease Biologist, ID	20	34	47	42	42
ANADROMOUS FISH STUDIES:					
Development and Evaluation Studies	914	1,102	1,224	1,314	1,414
Indian Tribal Studies	0	168	178	190	200
RESIDENT FISH RELATED OPERATIONS:					
Lyons Ferry SFH, WA	272	289	289	292	292
RESIDENT FISH EVALUATIONS	15	15	17	17	17
LSRCP COORDINATION/MANAGEMENT	257	277	447	450	455
LSRCP DIRECT COSTS 4/	6,812	7,913	9,713	10,254	10,522

1/ SFH: Federally-owned hatchery operated by the State;
NFH: Service operated National Fish Hatchery.

2/ Actual adjusted operations and maintenance funding.

3/ Projected out-year operations and maintenance funding needs based on Army Corps of Engineers construction schedules.

4/ This total excludes general administrative services costs of the Service (e.g., personnel management, financial management, contract management) incurred in support of LSRCP activities. From FY 1980 to FY 1984, this was included in the Fishery Resources Budget Activity. In FY 1985, this funding was shifted to the General Administrative Budget Activity consistent with other Resource Management funding in the Service. State administrative costs are included in the annual facility operations contracts.

Increase/Decrease from FY 1991 Base

(Dollars in Thousands)

	1991 Base 000/FTE-T	1991 Estimate 000/FTE-T	Change
Facility Operations and Maintenance	7,913/14	9,713/16	+1,800/+2
Total	7,913/14	9,713/16	+1,800/+2

Facility Operations and Maintenance (+$1,800,000/2 FTE-T). The requested increase will provide for full operations at 12 major fish hatchery facilities, 11 associated satellite stations, and fishery evaluations and coordination activities as follows:

Installation/Function 1/	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Change (+/-)
Anadromous Fish Mitigation: 2/				
Irrigon SFH	1,018	1,018	1,109	+91
Lookingglass SFH	459	459	513	+54
Lyons Ferry SFH	1,389	1,389	1,534	+145
Clearwater SFH	381	381	1,362	+981
McCall SFH	382	382	395	+13
Sawtooth SFH	771	771	861	+90
Magic Valley SFH	720	720	748	+28
Eagle Disease Laboratory	138	138	148	+10
Dworshak NFH	202	202	226	+24
Hagerman NFH	568	568	615	+47
Dworshak Fish Health Center	34	34	47	+13
Fishery Evaluations:				
St./Fed. Operating Agencies	1,102	1,102	1,224	+122
Indian Tribes	168	168	178	+10
Resident Fish Mitigation: 3/				
Lyons Ferry SFH	289	289	289	
Fishery Evaluations	15	15	17	+2
LSRCP Coordination/Management	277	277	447	+170
DIRECT OPERATIONS COST.....	7,913	7,913	9,713	+1,800
Nonpower-related Resident Fish Mitigation Costs	-49		-50	
FWS General Admin. Costs	438		438	
Estimated Reimbursement to U.S. Treasury by the Bonneville Power Administration	8,302		10,101	

1/ NFH: National Fish Hatchery. SFH: State operated fish hatchery.
2/ 100% reimbursed to the U.S. Treasury by Bonneville Power Administration.
3/ 83.8% reimbursed to the U.S. Treasury by Bonneville Power Administration.

Justification for Individual Station Increases

The first hatchery operated under the Lower Snake River Compensation Plan (LSRCP) began production in 1982. By FY 1991, 12 hatcheries and 11 satellite facilities, the full compliment, will be operating. In addition, the real property at more than half of these facilities will have been turned over to the Service from the Corps of Engineers. Several of these facilities will either be, or approaching 10 years old. This transition from operating all new facilities to operating "used" facilities will require budgeting for major repairs and replacement--something the LSRCP program has not had to deal with to date. Consequently, a greater portion of the FY 1991 budget and those of future years will be dedicated toward maintenance and replacement for the $200 million program.

Irrigon/Wallowa FH, OR (+$91,000):

Requested funds would provide for additional staff, a salary increase as a result of a State "job value adjustment", increased cost of fish food and chemicals, and an increase in the State of Oregon's overhead charge from 18.3 to 26.7 percent. In addition two new satellite facilities, Big Canyon and Little Sheep Creek, will become fully operational and require additional seasonal personnel. There will also be increased fish hauling costs associated with the satellites.

The Oregon legislature ordered all State agencies to reevaluate all their job series and determine their classification based on a new system. A Statewide committee was also charged with developing salary levels for each job class. The reclassification effort resulted in increased personnel costs for many Oregon Department of Fish and Wildlife positions. Requested funds would provide for the increased personnel costs resulting from this reclassification effort.

Indirect cost rates charged by State agencies receiving Federal grants and contracts are negotiated annually by the Office of the Inspector General. The Service must use these negotiated overhead rates when developing future budget needs for LSRCP operations. The State of Oregon's overhead rate has increased from 18.3 percent to 26.7 percent. Requested funds would provide for this increased overhead.

The requested funds would allow the hatchery to meet Compensation Plan goals for Oregon's steelhead trout program.

Lookingglass FH, OR (+$54,000):

There will be increased costs as a result of the States "job value adjustment" and overhead change from 18.3 to 26.7 percent. Increased funding will also be required for maintenance. In FY 1991, Lookingglass FH will have been in operation for 10 years and will be turned over to the Service. The hatchery and satellite will be operating at full capacity, requiring additional funding for fish food, treatment chemicals, adult and smolt transportation, and major equipment purchases and replacement.

The requested funds would enable the hatchery to meet chinook salmon release and return goals to ensure restoration of this valuable and depleted fishery resource.

Lyons Ferry FH, WA (+$145,000):

Increased adult fall chinook returns are anticipated each year for the next several years based on recent record returns. The requested funding increase is necessary for additional fish food, treatment chemicals, and fish culture staff time to handle the increased returns.

The hatchery's sole source of water for fish production is supplied by eight pumps. Recently these pumps have become a problem and reduced flows and pump failures are occurring. Each pump will have to be replaced at a cost of approximately $20,000 each. One pump was replaced this year and the remaining 7 will be replaced in 1991 and 1992 unless additional emergency replacements are required this year. In addition, several vehicles require replacement in FY 1991.

Requested funds would enable the hatchery to maintain the fall chinook salmon and steelhead trout programs.

Clearwater Anadromous FH, ID (+$981,000):

The Clearwater Anadromous Fish Hatchery will be on line in FY 1991, after several years of construction delay. According to the Army Corps of Engineers, the contract will be awarded this fall with construction to begin in the spring of 1990. Production is expected to begin in 1991.

Increased funding is necessary for full hatchery staffing, personnel moves, fish food, and other necessary items to initiate fish production at this new hatchery. At full production the hatchery is expected to contribute 14,000 steelhead and 12,000 spring chinook to Pacific Northwest fisheries with a combined value of over $2,700,000 annually.

Requested funds will permit the restoration of chinook salmon and steelhead trout in the Clearwater River drainage and will allow immediate startup of the new hatchery.

McCall FH, ID (+$13,000):

This increase is necessary for increased operational costs of fish food, personnel, and fish hauling.

McCall is the only LSRCP hatchery involved in summer chinook restoration, a species that was considered for Endangered Species Act listing in the late 1970's. Requested funds would enhance efforts to restore the important Snake River summer chinook fisheries.

Sawtooth FH, ID (+$90,000):

This increase will be used to operate the hatchery and the East Fork satellite facility at full production. Increased funding is needed for increased adult and juvenile hauling between the satellite and the hatchery, fish food, and

labor. Increased maintenance and equipment replacement costs are anticipated as well.

The requested funds will permit effective operation of the chinook salmon program at Sawtooth, as well as the Magic Valley and Hagerman steelhead trout programs.

Magic Valley FH, ID (+$28,000):

In FY 1991, this hatchery will be in its third year of operation and will be producing steelhead trout at an increased rate. Additional funding will be used for additional fish food, smolt hauling costs, and temporary labor necessary to handle the increased production and distribution. Additional funding for increases of permanent and temporary personnel salaries.

The requested funds would enable the hatchery to meet Compensation Plan goals to restore steelhead trout runs in the Salmon River Basin.

Eagle Fish Disease Laboratory, ID (+$10,000):

Additional funding is requested for additional diagnostic work and larger sample sizes necessary to properly sample all LSRCP fish lots. This increase will also provide funding for additional travel to the eight State-operated LSRCP facilities in Idaho.

The requested funds would reduce the threat of major fish losses due to disease and water quality related problems in Idaho.

Dworshak NFH, ID (+$24,000):

The increase is necessary to cover costs of additional and higher priced fish food, chemicals, personnel and fish hauling associated with increased production of chinook salmon. More juvenile and smolt outplants will require additional funding.

Requested funds would permit planned spring chinook salmon production levels to successfully meet Compensation Plan goals for adult spring chinook returns.

Hagerman NFH, ID (+$47,000):

The requested increase is required to replace a vehicle and to fund increased costs of personnel, fish food, and fish transportation.

Funding is necessary to meet steelhead trout production goals at Hagerman that will ultimately lead to meeting adult restoration goals in the Salmon River drainage.

Dworshak Fish Health Center, ID (+$13,000):

This increase is necessary for increased personnel costs and diagnostic work associated with LSRCP programs at Dworshak and Hagerman NFHs.

LSRCP Coordination/Regional Office (+$170,000/+2 FTE-T):

The LSRCP program has increased tremendously since the first hatchery came on line in 1982. By 1991 all 12 hatcheries and 11 associated satellite facilities, valued at approximately $200 million dollars, will be in operation. In addition, most of the facilities will be turned over to the Service requiring detailed real property inventories and frequent personal property inventories.

The requested increase is necessary to provide adequate contract/cooperative agreement development and oversight for the operation and management of 23 separate facilities and 7 hatchery effectiveness evaluation programs with an annual budget of approximately $10 million. The total LSRCP and Regional Office overhead charge for management of the largest single fish restoration program in the country, even with the requested increases, would be only 4.6 percent. Although the number of facilities has increased steadily over the past 10 years and the work load has increased proportionally, the funding level has remained the same for the past several years.

Justification for Development and Evaluation Studies

Operating Agencies Studies - Anadromous and Resident (+$124,000):

The $124,000 increase in study expenditures is needed to:

1. Initiate an evaluation of short and long term effects of hatchery enhancement on wild spring chinook populations and of the success of hatchery-produced adults in reproducing under natural conditions.

Success of the LSRCP Program will depend, in part, on the ability of hatchery-produced fish to successfully reinhabit streams whose returns have dwindled or been eliminated because of the Lower Snake Projects. At the same time, native wild runs must be protected from adverse impacts to preserve their valuable gene pools. Washington has a unique opportunity in the Tucannon River to determine short and long term effects on wild populations and to monitor reproductive success of hatchery-reared adults and interactions of hatchery fish with wild/naturally produced fish. This study will require the use of radio transmitters placed inside adults and use of weirs and traps to capture adults and monitor juvenile movements.

Funding is necessary to assure an adequate gene pool for protecting the integrity of wild populations of Pacific salmon and steelhead trout in the Snake River Basin.

2. Continue evaluations of outplanting programs in Oregon and Idaho.

To meet "in place" compensation goals outlined by the LSRCP, Idaho and Oregon rely on extensive outplanting and supplemental stocking programs. With the requested funds, Idaho and Oregon will continue studies initiated in FY 1990, that will document and analyze outplants (past and current year); identify the most suitable sites based on available habitat data and harvest goals; determine the success of outplants by enumerating adult returns to the site; analyze commercial, Indian, and sport fishing benefits from outplants (past and potential); and determine augmentation potential of natural runs from outplants. This Program requires coded-wire tagging of juveniles, use of

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weirs and traps, monitoring outmigration and adult returns, and tag return recovery and analysis. Some of the additional 1991 expenses in Idaho are related to fish outplants from the newly completed Clearwater hatchery.

Requested funding would permit adequate outplanting studies to assure the cost-effectiveness and wise use of smolt and presmolt production.

3. Maintain the current evaluation program.

In 1990, the evaluation program budget received its first increase in funding since 1985, even though eight hatcheries and satellites were completed from 1985 to 1990, and production was significantly increased during that period. As the number of facilities and production increase, so must the monitoring and evaluation requirements for the program. A modest portion of the increase will be used to continue ongoing evaluation programs.

Several of the proposed studies require expensive fish marking and mark recovery analyses to determine if fish of the right size, quantity, and quality are being produced and if fish are being released at the correct time and place. For a workable program, the evaluations budget must increase with production.

4. Continue efforts to monitor and evaluate chinook interception in Snake River fisheries and escapement to spawning areas.

Idaho, and possibly Oregon, are planning to have a general salmon fishing season in 1991. The LSRCP program will be a major factor if this season is possible. The Idaho Department of Fish and Game will use a portion of the requested funding to recover tags and other marks from caught fish. Mark recovery is absolutely necessary to evaluate rearing and release strategies and to determine progress toward meeting LSRCP goals.

Requested funding would permit the recovery of fish tags, providing the data needed essential to recovery efforts of the depleted and important spring chinook salmon resource.

5. Replace one vehicle in Washington and miscellaneous field equipment purchased in previous years.

Indian Tribal Studies (+$10,000):

The $10,000 increase requested for tribal fishery evaluations will provide sufficient funding to maintain ongoing studies with associated increases in salaries and field study expenses for materials and supplies.

Distribution of Change by Object Classification:

The object class detail for the proposed $1,800,000 increase is as follows:

Salaries and benefits	+$ 96,000
Travel	+$ 5,000
Supplies and materials	+$ 89,000
Equipment	+$ 50,000
Other services (contracts)	+$1,560,000
Total	+$1,800,000

Activity: Fisheries
Subactivity: Fish and Wildlife Management Assistance

(Dollars in Thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
Anadromous Fish Management Assistance	$	5,058	5,022	5,071	5,341	+270
	(FTE-T)	(81)	(81)	(81)	(82)	(+1)
Fish and Wildlife Assistance	$	2,758	2,744	2,772	3,677	+905
	(FTE-T)	(42)	(42)	(42)	(44)	(+2)
Total Requirement	$	7,816	7,766	7,843	9,018	+1,175
	(FTE-T)	(123)	(123)	(123)	(126)	(+3)

Impact of Public Law 99-177

	1990 Enacted To Date	P.L. 99-177 Reduction	Other Adjustments	1990 Adjusted Approp.
Fish and Wildlife Management Assistance	7,816	-103	+53	7,766

As a result of the $103 thousand P.L. 99-177 reduction, the Service will reduce the number of fish that are tagged for evaluations, postpone equipment replacement, reduce fish and wildlife technical assistance provided to national wildlife refuges and military installations; and reduce travel and training. These actions will reduce coordinated, restoration efforts for depleted, nationally significant fishery resources. Specific examples of reduced efforts include: the number of endangered shortnose sturgeon tagged by the Morehead City FAO, South Carolina for stocking evaluations will be reduced; and the hiring of a group leader at the Pinetop FAO, Arizona for the YCC program will be deferred.

The other adjustments are for 1989 Pay reprogramming (April 26, 1989), +$36,000; 1990 space reallocation, +$24,000; and proposed reprogramming for pay raise effective January 1990, -$7,000.

Objectives:

- Restore and maintain anadromous and transboundary fish stocks, such as Pacific salmon and steelhead trout, Atlantic salmon, Great Lakes lake trout, striped bass, shad, sturgeon, and paddlefish to levels determined by international agreements, comprehensive management plans, cooperative agreements, and Memoranda of Understanding.

- Ensure effective and efficient implementation of measures required to mitigate impairment of interjurisdictional fishery resources affected by Federal water development projects.

- Conserve and manage populations of non-listed marine mammal species, preventing them from becoming depleted, threatened, or endangered; encourage States to assume greater management responsibility.

- Manage the diverse native and introduced species of fish on national wildlife refuges at population levels compatible with the primary purpose of the refuge and consistent with the needs--including recreational fishing--of public users.

- Provide technical information, advice, and assistance to military services, other Federal agencies, State and local governments, tribes, private industry, and other nations on the conservation and management of fish and wildlife resources and protection of habitat.

Base Program: Under various statutes, the Federal Government is responsible or shares responsibility for the conservation and management of a broad range of fish and wildlife resources. Under the Fish and Wildlife Management Assistance (Management Assistance) Subactivity, the Fish and Wildlife Service (Service) carries out these responsibilities through a wide variety of multi-agency cooperative fish and wildlife activities and programs. The primary focus for Management Assistance is to facilitate and augment the respective contributions of all the resource managers in effectively conserving and protecting those fish species of National concern. Additionally, through this Subactivity, the Service assists cooperators by providing technical information, advice, and support necessary for achieving or sustaining optimum productivity of fish and wildlife resources; and protecting their habitat requirements. Assessments and evaluations performed under this Subactivity provide the foundation for the best scientific understanding of resource and habitat conditions and of the effectiveness of related management actions.

Work under the Management Assistance Subactivity is funded under two major budget components--ANADROMOUS FISH MANAGEMENT ASSISTANCE and general FISH AND WILDLIFE ASSISTANCE. These components are based generally on the types of fish and wildlife resources involved.

ANADROMOUS FISH MANAGEMENT ASSISTANCE: Management Assistance maintains a cadre of professional fishery biologists who provide expertise in managing, assessing, and evaluating anadromous and estuarine fishery resources for which the Federal Government shares responsibility. Most anadromous fish stocks are interjurisdictional; at different stages of their life cycle, given stocks may pass through two or more governmental jurisdictions. Management Assistance, through its coordinator role, helps to ensure compatibility and promote efficiency in the actions of the various management entities having jurisdiction over these resources.

FISH AND WILDLIFE ASSISTANCE: Management Assistance further maintains a cadre of professional fishery biologists and wildlife biologists to address Great Lakes and inland (non-anadromous) fishery resources and wildlife resources (including non-listed marine mammals) for which the Service has statutory

responsibilities. A major Management Assistance role is, again, that of coordinator to encourage resource managers to cooperate in the management of these interjurisdictional resources. Management Assistance also provides expertise in resource management, assessment, and evaluation to resource managers in order to better understand current status of the resources and their habitat and to develop management alternatives for optimizing these resources.

The functions performed under both of these budget components are similar; they differ principally in the species addressed. Therefore, activities and accomplishments conducted under both ANADROMOUS FISH MANAGEMENT ASSISTANCE and FISH AND WILDLIFE ASSISTANCE are described together below by function:

Technical Assistance in Interjurisdictional Resource Restoration

Management Assistance biologists coordinate regional and basinwide interagency resource programs, including specific programs for restoring seriously depleted stocks of Pacific salmon and steelhead trout, Atlantic salmon, anadromous striped bass, Great Lakes lake trout, and shad. For example:

> Fish and Wildlife Assistance Offices perform an extremely important function to the success of the overall fisheries program in the Northeast area. A key responsibility in 1990 will be to assess the effectiveness and progress of cooperative inter-agency anadromous fish restoration activities such as Atlantic salmon on major interstate and international river basins. This will continue to be critical, requiring orderly progress and a high level of effective communications. The most significant illustration of the progress made to date is in regard to the completion of the fish passage facilities on the mainstem of the Connecticut River during FY 1987. These facilities allow Atlantic salmon to pass the Wilder Dam for the first time in this century. Much effort is yet to be done to make the necessary progress in restoring these stocks to a level of self sufficiency. That is, access is available; now we must cooperatively ensure that the preferred habitat, and then the fish, are present.
>
> A major goal of Management Assistance is to facilitate the restoration of depleted and economically valuable anadromous striped bass stocks to full self-sustaining productivity. Cooperative efforts on the Chesapeake Bay striped bass will continue, and agreements have been reached between the Service and the States of Alabama, Florida, and Georgia for striped bass restoration in the Apalachicola/Chattahoochee/Flint River Basin. A cooperative agreement with the State of North Carolina will further aide the restoration efforts of the assistance office established in Moorehead City, North Carolina. Another office has also been established to further striped bass and other anadromous fish restoration activities in South Carolina.
>
> Fish and Wildlife Assistance offices in Oregon, Washington, Idaho, and California are active in on-going and new efforts regarding restoration of Pacific salmon and steelhead. Notable accomplishments include: technical assistance pursuant to the Klamath River Basin Fisheries Restoration Act to implement restoration programs in the Klamath River Basin; assistance pursuant to the Trinity River Basin Fish and Wildlife

Restoration Act implementing a restoration program for the resources on the Trinity River; participation in development and implementation of interjurisdictional salmon and steelhead management plans for the Columbia Basin, Puget Sound, and coastal Washington; and participation in the agreement pursuant to U.S. v. Oregon to provide for integrated management of Columbia Basin salmon and steelhead.

In the Great Lakes, Management Assistance cooperates with the States, tribes, Canadian governmental units, and the Great Lakes Fishery Commission in restoring lake trout. Assessment data indicates progress is being made through increased capture of naturally reproduced lake trout. Several historic spawning sites are set aside as protected refuges and stocked under controlled conditions to verify suitable strains for use, impact of stocking densities, and values of various cultural regimes. Evaluation of these various efforts and tests are leading cooperative efforts toward more efficient planning of the strategic Great Lakes Fishery Management Plans. Control of the devastating Sea Lamprey is at the desired 10 percent level of pretreatment numbers. Through ever improving cooperation between all Great Lakes entities, restoration of the lake trout and control of the Sea Lamprey will require refined management of Great Lakes stocks.

An intensified effort was initiated in FY 1989 to develop comprehensive wildlife management plans on military lands as part of a concerted effort to assist the implementation of the North American Waterfowl Management Plan. This effort will be maintained in FY 1990 and FY 1991. Specific projects (to be funded by the Department of Defense) will be identified to benefit waterfowl and associated wetland species.

Federal Leadership in Management of National Resources

Management of the Nation's resources require that many environmental, biological, and political obstacles be overcome. Management Assistance biologists maintain a ready access to the full array of scientifically derived knowledge and techniques necessary to sustain awareness of the kind and degree of fishery resource-related capability for the Service to effectively meet this challenge. To foster successful management of the Nation's fishery resources, Management Assistance will maintain its special leadership role of encouraging and influencing biologically sound decisions by the Department, companion Federal agencies, the States, Indian tribes, and others interested in the protection and contribution of these resources to the public.

These efforts are directed in part by legislation such as the U.S./Canada Pacific Salmon Treaty Act, the Magnuson Fishery Conservation and Management Act of 1976, the Pacific Northwest Electric Power Planning and Conservation Act, and the Striped Bass Act. Management Assistance will maintain representation on the various councils, task forces, and committees, in addition to conducting various fish tagging studies of key indicator stocks, to implement this Federal leadership role and contribute to the best management practices for this Nation's resources. In FY 1989, approximately $500,000 was expended in the northwest Region for hatchery operations and management assistance in support of the U.S./Canada Pacific Salmon Treaty. Approximately $200,000 was also expended in Alaska for Yukon River negotiations in support of this treaty.

Pursuant to the Marine Mammal Protection Act (Act), Management Assistance is involved in coordinating work on marine mammals. This effort includes preparing or reviewing management plans, implementing 1988 amendments to the Act, implementing the Agreement on the Conservation of Polar Bears between the United States, Canada, Denmark, Norway, and the Union of Soviet Socialist Republics, development and subsequent implementation of marine mammal incidental take regulations related to specified activities (other than commercial fishing), and conducting population survey work. The Service will initiate a State-wide sea otter survey using funds provided in the FY 1990 appropriation for survey work in the Aleutians. EXXON VALDEZ oil spill assessment work will continue with sea otter surveys in Prince William Sound. Joint U.S./Soviet walrus surveys are conducted at 5-year intervals in the Bering and Chukchi Seas. The next survey will be conducted with funds provided in the FY 1990 appropriation. Final regulations published in October 1989, require that specified parts of polar bear, walrus, and sea otter harvested by Alaskan Natives be provided to the Service or authorized Service representatives for marking, tagging, and reporting purposes. In FY 1990, $150,000 is being redirected to implement these regulations. Management Assistance coordination with local authorized representatives in numerous villages along Alaska's extensive coastline and public education are essential ingredients in making this an effective program for monitoring the subsistence and handicraft harvest of polar bear, walrus, and sea otter and in helping to control the illegal take, trade, and transport of these marine mammals.

Management Assistance also coordinates a program to make surplus grain from the U.S. Department of Agriculture Commodity Credit Corporation available for wildlife management uses, principally prevention of crop damage by luring migratory waterfowl and feeding resident wildlife threatened by emergency conditions. Nearly 25,000 tons of surplus grain have been used for emergency feeding during the last 4 winters.

Fish Stocking Assessment

An important function in support of the National Fish Hatchery System is the monitoring and evaluation of Federal fish stocks to ensure that Service hatchery products are meeting fishery resource management goals and obligations. This includes such activities as collection of wild broodstock and eggs for hatchery and research purposes; allocation of hatchery-produced fish needed on Federal lands; design and implementation of studies to evaluate and compare fish culture practices and to achieve the maximum return of fish; and development of regional data management systems to evaluate survival and performance and thus optimize production and catch by sport, commercial, and Tribal fishermen.

Oversight of Mitigation Implementation

A major Management Assistance responsibility, as identified in the 1985 Statement of Responsibilities and Role, is that of mitigating or compensating for damage to fishery resources resulting from Federal water development projects. Under the Fish and Wildlife Enhancement Activity, the Service assists developers in determining necessary mitigation measures in the project planning and pre-construction phases, through license and permit reviews and consultation undertaken pursuant to the Fish and Wildlife Coordination Act.

Management Assistance ensures that these measures are implemented efficiently and effectively and that adopted mitigation requirements and objectives are fulfilled.

The types of mitigation involved include such measures as maintenance of required stream flows and water quality, operation of fish passage facilities, rehabilitation of habitat, provision for stocked fish, fish hatchery facilities, and additional project and resource evaluation studies. These mitigation measures are performed by the Service, other Federal agencies, and the States. In some cases, the cost of these actions are borne directly by either the development agency or the project beneficiaries. In other cases, the Service budgets directly for mitigation costs and, except in the case of the Lower Snake River Compensation Plan, neither the development agency nor their project beneficiaries currently contribute to the costs of mitigation.

An analysis of Federal mitigation responsibilities associated with water development projects was initiated in FY 1987. This effort involves: 1) reviewing and describing current Service-implemented fishery mitigation activities, concentrating initially on fish production; 2) establishing a clear definition, where it does not presently exist, of the nature and extent of the Federal mitigation responsibility, through technical studies supporting negotiations with involved entities; and 3) through continuing assessment and evaluation activities, ensuring that the intended mitigation objectives are accomplished in the most cost-effective manner. Comprehensive mitigation reports for the Central Valley, California (Coleman National Fish Hatchery) and Clearwater River in Idaho (Dworshak National Fish Hatchery) are examples of what has been completed. This initiative will provide the necessary background data to begin recovering costs from the appropriate project beneficiaries or development agencies.

Technical Assistance on Refuges

Another major function is the provision of technical assistance for the management of fishery resources on national wildlife refuges. Of the approximately 12 million acres of water in the National Wildlife Refuge System, about 2 million acres have significant fishery values and can provide recreational fishing opportunities compatible with primary refuge purposes. Recreational fishing is one of the largest single public use activities on national wildlife refuges, comprising more than 13 million activity-hours each year. Management Assistance has accelerated efforts to improve fishery management on national wildlife refuges. This initiative complements efforts funded through an increase in the FY 1988 appropriation to the Refuge Operations Subactivity in the Refuges and Wildlife Activity.

The basic approach to improving fishery management on these refuges involves resource assessment, development of a fishery management plan consistent with the refuge operational plan, and plan implementation. Current plans call for preparing, updating, or revising fishery management plans for 141 national wildlife refuges.

Approximately 90 percent of base funding for fishery management on national wildlife refuges is used to implement requirements of the Alaska National Interest Lands Conservation Act. Management Assistance closely coordinates

with the State of Alaska, that manages the commercial, sport, and subsistence fishing. The focus of Management Assistance efforts is to develop a biological basis for management decisions affecting the increasing public use, commercial development, and conservation of refuge-based fishery resources. A major objective of the Alaska National Interest Lands Conservation Act is to promote multiple use of refuge lands in a manner compatible with the primary purposes of the refuges. As activities on refuge lands increase, resource data must be available to ensure that these activities are conducted consistent with refuge purposes and without seriously threatening the fish and wildlife resources. Partial implementation of fishery management plans completed in FY 1989 will begin in FY 1990. Major projects addressing management issues will be continued, including the Yukon River and oil and gas development projects on the Arctic National Wildlife Refuge.

Technical Assistance Related to Trust Responsibilities

The Service and the Bureau of Indian Affairs (Bureau) carry out the Secretary of the Interior's Indian trust responsibilities relating to Tribal interests in fish and wildlife resources. An important function of Management Assistance biologists has been to act as technical agents for collecting and analyzing biological data essential to the protection of Indian treaty rights. The Service often acts as a neutral "third party" advisor to the Solicitor and the Department of Justice regarding the biological implications related to resource allocation or other issues that arise. This function supports trust responsibilities to treaty Tribes associated with the Boldt and Belloni case areas, Great Lakes treaty-ceded waters, and the Klamath River Basin. In addition to providing advice, fishery assistance offices in three States perform fish and wildlife management practices directly on reservations. In FY 1988, FY 1989, and FY 1990 Congress transferred to the Service funding responsibility for three fish and wildlife assistance stations and four national fish hatcheries that benefit various Indian Tribes. They were previously funded by the Bureau, which provided funds to the Service for their operation. Management will continue, as it did when the activities were funded through the Bureau, to provide expert biological assistance and, as directed by Congress, continue to work toward assisting the affected Tribes to undertake these activities.

Technical Assistance on Federal Lands

As authorized by the Sikes Act, Management Assistance provides limited fish stocking and fish and wildlife management assistance in more than 28 States on lands managed by the Department of Defense (250 installations). The Service is required under the Sikes Act to provide fish and wildlife management assistance, when requested. In FY 1990 and FY 1991, Management Assistance will continue to identify, in cooperation with States and the Department of Defense, additional wetland management activities to support resource goals identified in the North American Waterfowl Management Plan. The military controls 25 million acres of land that, under authority of the Sikes Act, can make a significant contribution in the management of waterfowl and associated wetland species.

Fish and Wildlife Assistance offices provide technical assistance also to other Federal agencies under the broader statutory authorizations of the Service. Monitoring resources and developing fishery management

recommendations for Yellowstone, Glacier, and several Alaskan National Parks are key examples.

Projected outputs for Fish and Wildlife Management Assistance include:

	FISCAL YEARS			
	1988	1989	1990	1991
Fish & Wildlife Management Plans developed/ reviewed	57	60	98	98
Management regulations prepared/reviewed	4	5	30	43
Research, public display, and incidental take permits reviewed	20	23	35	35
Environmental assessments/statements prepared/ reviewed	4	4	42	55
Processing surplus grain requests from States for emergency wildlife feeding	4	5	4	4

Increase/Decrease from FY 1991 Base

(Dollars in Thousands)

	1991 Base 000/FTE-T	1991 Estimate 000/FTE-T	Change
Fishery Restoration Coordination	7,843/123	8,768/126	+925/3
Alaska Marine Mammal Tagging Program	0/0	250/0	+250/0
Total	7,843/123	9,018/126	+1,175/3

Fishery Restoration Coordination (+$925,000/3 FTE-T). This proposed increase is needed to enhance the Service's contribution to major interjurisdictional fisheries restoration programs. The increase would expand capabilities at the 48 fisheries Assistance and River Coordinator Offices to assist in the formulation and implementation of cooperative, multijurisdictional efforts. Funding would be used at stations involved in the restoration of Atlantic salmon, Atlantic and Gulf coast anadromous striped bass, other estuarine species, Great Lakes lake trout, and large river system species such as paddlefish and sturgeon.

Major fisheries across the country have suffered losses as a result of Federal water development projects, changing land use practices, contaminants, and overfishing. Service capabilities serve to facilitate conservation, mitigation, and restoration of depleted, nationally significant, and economically valuable fishery resources. This has been most evident in restoration efforts involving salmon and steelhead on the Klamath, Trinity, Sacramento, and Columbia Rivers; Atlantic salmon in New England; and striped bass along the Atlantic coast. Increased capabilities will result in enhancing partnerships between the Service and other Federal agencies, States, Indian tribes, and private organizations in developing, implementing, and assessing coordinated restoration efforts. Other activities will include: 1) population surveys to determine status and trends in anadromous, coastal, estuarine, and large river system species; 2) microtagging to assess the quality of stocked fish and the effectiveness of cooperative management efforts; 3) closer coordination with the Service's Ecological Services function and others in mitigating lost fisheries; and 4) followup of the Service's Texas estuarine inflow studies.

Increased funding will also enhance technical capabilities for developing and revising fisheries management plans on national wildlife refuges and in Indian tribal waters. In 1988, the Service played a major role in the adoption of a National Recreational Fisheries Policy. In 1989, under the umbrella of the National Policy, the Service developed its Recreational Fisheries Policy, "Fisheries-USA," to optimize opportunities for people to enjoy the Nation's recreational fisheries. As an initial step in implementing this Policy, increased capability will result in enhanced recreational fisheries on refuges.

Increased funding will be allocated approximately as follows:

Funding	Coordination Area/Species Involved
$125,000	Texas Gulf coast/anadromous striped bass, estuarine species, enhance recreational fisheries on refuges
300,000	Great Lakes/lake trout, enhance recreational fisheries on refuges
80,000	South Atlantic and Gulf coast/anadromous striped bass, shortnose sturgeon, and paddlefish
140,000	Maine/Atlantic salmon and shad
50,000	Chesapeake Bay/anadromous striped bass
70,000	Lakes Erie and Ontario and tributaries/lake trout
160,000	Missouri and Mississippi River basin/paddlefish, pallid sturgeon, other indigenous, imperiled fishes
$925,000	

Distribution of Change by Object Classification

The object class detail for the proposed $925,000 increase is as follows:

Salaries and benefits	+$150,000
Travel and transportation	+$ 80,000
Equipment	+$375,000
Supplies and materials	+$320,000
Total	+$925,000

Alaska Marine Mammal Tagging Program (+$250,000/0 FTE-T). In October 1988, the Service began implementation of a new regulatory program that requires polar bear, sea otter, and walrus harvested by Alaska Natives be marked, tagged, and reported within 30 days of take. The intent of the program is to provide essential biological information and to help curtail illegal take and trade of marine mammal parts. Harvested marine mammals are reported to local authorized representatives, mostly Alaska Natives, who are under contract with the Service. Success of the program will depend on frequent contact with hunters, Native leaders, and contracted taggers. Service personnel must frequent numerous and remote villages, located throughout Alaska's more than 35,000 miles of coastline. The program has management implications for polar bear populations shared with Canada and the Soviet Union, and the walrus population shared with the Soviet Union. The funds will also support more comprehensive surveys and analysis of data allowing better management of these resources.

Distribution of Change by Object Classification

The object class detail for the proposed $250,000 increase is as follows:

Travel and transportation	+$ 80,000
Supplies and materials	+$ 60,000
Equipment	+$ 40,000
Other services	+$ 70,000
Total	+$250,000

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: Research and Development

(Dollar Amounts in Thousands)

CURRENT LAW:

Subactivity		FY 1990 Enacted To Date	FY 1991 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from base
Fish and Wildlife Research Center Operations and Maintenance	$	57,906	56,917	56,599	51,155	-5,444
	(FTE-T)	904	904	900	889	-11
Technical Development	$	6,769	6,687	7,367	10,682	+3,315
	(FTE-T)	127	127	131	133	+2
Cooperative Units	$	6,500	6,465	6,536	7,186	+650
	(FTE-T)	116	116	116	116	0
Total Requirements	$	71,175	70,069	70,502	69,023	-1,479
	(FTE-T)	1,147	1,147	1,147	1,138	-9

PROPOSED LAW:
America the Beautiful

Subactivity		FY 1990 Enacted To Date	FY 1991 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from base
Fish and Wildlife Research Center Operations and Maintenance	$				7,986	+269
	(FTE-T)				(97)	(+1)
Technical Development	$				1,592	-185
	(FTE-T)				(16)	(-4)
Total Requirements	$				9,578	+84
	(FTE-T)				(113)	(-3)

Authorization: 16 U.S.C. 742(a)-754, Fish and Wildlife Act of 1956. Directs the Secretary of the Interior to provide continuing research, extension, and information services, and to take any necessary steps to develop, manage, protect, and conserve fishery and wildlife resources including research.

16 U.S.C. 661-666(c), Fish and Wildlife Coordination Act. Directs the Fish and Wildlife Service to investigate and report on proposed Federal actions that affect any stream or other body of water and to provide recommendations to minimize impacts on fish and wildlife resources.

16 U.S.C. 1531-1543, Endangered Species Act of 1973, as amended. Provides for the conservation, including research, protection, restoration, and propagation of threatened and endangered species of fish, wildlife, and plants and provides for implementation of the Convention on International Trade in Endangered Species of Wild Fauna and Flora.

16 U.S.C. 1361-1362, 1372-1384, 1401-1407, Marine Mammal Protection Act of 1972, as amended. Provides for a Federal research and management responsibility over all marine mammals.

16 U.S.C. 715-715d, Migratory Bird Conservation Act. Authorizes the Secretary of the Interior to conduct investigations and publish documents related to North American birds.

16 U.S.C. 703-711, Migratory Bird Treaty Act of 1918, as amended. Gives the Secretary of the Interior primary research and management authority for migratory birds.

16 U.S.C. 931-939, Great Lakes Fishery Act of 1956. Implements the Convention on Great Lakes Fisheries between the United States and Canada.

16 U.S.C. 778-778d, Fish-Rice Rotation Farming Program Act of March 15, 1958. Authorizes the Secretary of the Interior to establish experimental stations for research and experimentation.

16 U.S.C. 2801-2810, National Aquaculture Act of 1980. Directs the Secretary of the Interior to participate in the development of a National Aquaculture Development Plan and authorizes research, development, and other activities to encourage the development of aquaculture in the United States.

7 U.S.C. 136-136(y), Federal Environment Pesticide Control Act of 1972. Requires the Fish and Wildlife Service to provide data on monitoring and control programs for pesticides.

30 U.S.C. 1201 et. seq., Surface Mining Control and Reclamation Act of 1977. Requires the Secretary of the Interior to regulate surface mining and reclamation at existing and future mining areas. The Fish and Wildlife Service provides technical assistance for fish and wildlife aspects of the Department's programs on active and abandoned mine lands.

16 U.S.C. 2602-2645, Public Utility Regulatory Policies Act of 1978, and 16 U.S.C. 792-828(c), (Energy Security Act of 1980). Directs that "any exemption from licensing granted...for a small hydroelectric power project must comply with any terms and conditions that any Federal or State fish and wildlife agencies have determined are appropriate to prevent loss of, or damage to, fish and wildlife resources...". The Fish and Wildlife Service is also required to investigate and report on effects of hydro power

development on Fish and Wildlife during the licensing process at Federal Energy Regulatory Commission.

42 U.S.C. 4321 et. seq., National Environmental Policy Act of 1969, as amended. The Service's data and methodologies are used by Federal agencies for early identification of fish and wildlife issues in their scoping processes, to assist in the development of less damaging project and management alternatives, and to identify means of mitigating unavoidable losses.

16 U.S.C. 753a-753b, Cooperative Unit Act. Provides cooperative programs for research and training of professionals for the Fish and Wildlife Service, the States, universities, and private organizations.

16 U.S.C. 3801 et seq., Food Security Act of 1985. Requires that the Secretary of Agriculture "... shall consult with the Secretary of the Interior on such determinations and actions as necessary, including the identification of wetlands; determination of exemptions; and issuance of regulations...to carry out the provisions of this Act."

FY 1991 Activity Summary: The Fiscal Year 1991 Budget Request of $69,023,000 provides for the continuation of ongoing research and development activities with funding of $12,154,000 for Contaminants Research: $15,008,000 for Wildlife Research; $13,969,000 for Fishery Research; $3,980,000 for Research Center Maintenance; $10,682,000 for Technical Development; and $7,186,000 for Cooperative Units.

The Fiscal Year 1991 Budget Request includes increases of: $500,000 for research on pintail ducks, $100,000 for research operations at the Northeast Anadromous Fishery Research Laboratory, $2,900,000 for research on global climate change, $730,000 for research on the impacts of global climate change, and $650,000 for operations of the Cooperative Research Units; and decreases of: - $750,000 for acid rain research, - $500,000 for chemical analysis, - $315,000 for publication of Wildlife Review, - $100,000 for research on purple loosestrife, - $650,000 for nongame research, - $200,000 for research on sea bird mortality, - $250,000 for waterfowl survey techniques, - $300,000 for research on Arctic nesting geese, - $150,000 for mountain lion research, - $300,000 for walrus research, - $250,000 for publication of Fisheries Review, - $500,000 for research operations at the National Fisheries Research Center-Leetown, - $60,000 for the Connecticut River Basin study, - $300,000 for research on Southeastern warm water instream flow, - $150,000 for the northeast coastal areas study, - $350,000 for research on North Carolina striped bass - $100,000 for research on the Middle Snake River, - $250,000 for research on Yukon River salmon, - $525,000 for research at Swan Falls, and - $300,000 for research on biodiversity.

A total of $9,578,000 is requested in America the Beautiful, including $225,000 for research on contaminants in the prairie pothole area and a reduction of $200,000 in research on coastal wetland loss.

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: Research and Development
Subactivity: Fish and Wildlife Research Center O&M

(Dollar Amounts in Thousands)

CURRENT LAW:

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) From Base
Contaminants Research	($)	13,386	13,253	13,407	12,154	-1,253
	(FTE-T)	246	246	246	246	0
Wildlife Research	($)	17,655	17,465	16,772	15,008	-1,764
	(FTE-T)	274	274	270	268	-2
Fishery Research	($)	16,328	16,170	16,354	13,969	-2,385
	(FTE-T)	308	308	308	299	-9
Endangered Species Research	($)	6,100	6,044	6,086	6,044	-42
	(FTE-T)	76	76	76	76	0
Research Center Maintenance	($)	4,437	3,985	3,980	3,980	0
	(FTE-T)	0	0	0	0	0
Total	($)	57,906	56,917	56,599	51,155	-5,444
	(FTE-T)	904	904	900	889	-11

PROPOSED LAW:

America the Beautiful			Inc/Dec Current Law
$	[7,986]		[+255]
(FTE)	[(-1)]		[(+1)]

Impact of P.L. 99-177

	FY 1990 Enacted To Date	P.L. 99-177 Reduction	Other Adjusted	FY 1990 Adjusted Approp.
Fish and Wildlife Research Center O&M	57,906	-745	-244	56,917

Summary of Sequester Impact: As a result of the $745,000 P.L. 99-177 reduction, the Fish and Wildlife Service will reduce the Research Center Operations and Maintenance activities by deferring the hiring of temporary

employees, such as summer aides, and restrict hiring and filling of positions at field stations. Every effort will be made to maintain the continuity of ongoing research projects by delaying the start of new lower priority studies. Reductions will cut short field work evaluating the impacts of contaminants on fish and wildlife resources, and will delay studies designed to evaluate bioassessment techniques. In addition, reductions will curtail Great Lakes fishery research operations by deferring the employment of a technician and a fishery scientist. It will further reduce three vessel cruises in five lakes doing lake trout assessment related to the Indian Treaty program. Anadromous, estuarine, and exotic fish research of the southeast will be reduced by not hiring temporary technicians. At the National Wildlife Health Research Center, the reductions will result in a decrease in the ability to handle diagnostic cases and/or investigate wildlife dieoffs. Elsewhere, research on the wintering ecology and survival of canvasbacks will be reduced and the Service will defer replacement of an emergency stand-by power generator at the Fish Farming Experimental Laboratory, Stuttgart, Arkansas.

Adjustment for 1989 Pay Reprogramming (proposed April 26, 1989), $-515,000; space reallocation, $+318,000; proposed reprogramming for pay raise effective January, 1990, $-47,000.

Field Station Closures Proposed in FY 1991:

The Southwest Research Station (Ventura, California) of the Patuxent Wildlife Research Center, Laurel, Maryland will be closed during the first quarter of FY 1991, as all planned research has been completed successfully. Resources supporting the Southwest Research Station ($241,000) will be redirected to research on optimal propagation techniques, gene pool protection, and improved rearing procedures for introduction to the wild for the endangered whooping crane and the endangered Mississippi sandhill crane at the Patuxent Wildlife Research Center, Laurel, Maryland.

The Auburn, Alabama field station of the National Ecology Research Center, Fort Collins, Colorado was established in FY 1989, to develop instream flow methods for Southeastern warm water streams. The Service will continue instream flow methodology development in the west within base funds. This Field Station will be closed in the first quarter of FY 1991, and the two professional scientists will be reassigned to other locations in the Fish and Wildlife Service.

RESEARCH OPERATIONS AND MAINTENANCE FY 1991: $56,599,000/900 FTE

Objectives:

1. To conduct research on contaminants that affect fish and wildlife species and their ecosystems in order to properly manage these resources, including obtaining information about corrective measures and/or management alternatives to reduce the exposure of fish and wildlife to environmental contaminants; to evaluate the impacts of environmental contaminants on living resources; and to support the operational contaminant assessment program through chemical analysis of contaminant samples, interpretation of tissue contaminant concentrations, and providing quality assurance/quality control.

2. To conduct research on migratory birds and other wildlife that will provide: techniques for preserving and managing habitat; population information needed for development of sound harvest regulations; biological and ecological information necessary for proper management of migratory nongame birds; information and field response (including health conditions) for reducing non-hunting mortality.

3. To provide scientific data for application in the cooperative resolution of problems, including health aspects, associated with the use, protection, and perpetuation of freshwater, anadromous, estuarine and beneficial and harmful effects of exotic fish, especially those found in international or interstate waters or waters of Service lands; and to provide information, methodology, and materials to assist fishery managers in decisions about management, protection, enhancement, and utilization of the Nation's fishery resources.

4. To conduct research to improve the status of endangered or threatened animal and plant species by: identifying and evaluating environmental and biological factors that limit endangered species populations; augmenting or establishing wild populations of endangered species by introducing stock produced through captive-propagation; and developing, improving, or refining management procedures that enhance the survival and ultimate recovery of endangered species.

5. To maintain an efficient, effective, and safe work environment; and to prevent deterioration of capital investments.

Overview: Efficient and effective research must be conducted with experienced staff using state-of-the-art equipment and technology in facilities that are structurally sound and environmentally safe. Thirteen national research centers (with 89 field stations) conduct research for the Fish and Wildlife Service and other organizations on a variety of topics. In accordance with Congressional Directives in FY 1989, the Service continued an interagency agreement for developing a national strategy for contaminant monitoring and analysis on National Wildlife Refuges and for the design of an integrated interagency biomonitoring system for the protection of aquatic and terrestrial organisms and the preservation of water and air quality; conducted research to determine ecological parameters of brown tree snakes in Guam; continued publication of Wildlife Review and Fisheries Review; accelerated research on nongame species and on Alaskan marine mammals; conducted research on purple loosestrife; continued efforts, including equipment acquisition and limited contract and in-house research at the new fisheries research laboratory being constructed at Turners Falls, Massachusetts dedicated to fish passage research. Research on striped bass continued, improving stock identification methods, disease identification and diets, made possible by increased scientific capability and improved facilities, at the National Fisheries Research Center-Leetown. Cooperative research on farm aquaculture was initiated with Auburn University related to improved production of catfish, tilapia, and hybrid bass.

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CONTAMINANTS RESEARCH ($13,407,000/246 FTE)

Base Program: The Fish and Wildlife Service's contaminants research efforts focus on fish and wildlife resources of high national interest or concern. Projects are directed toward addressing resource issues and information needs for effective management of fish and wildlife and their habitats. Terrestrial and wetlands research efforts focus on selected representative ecosystems to investigate resource problems which cannot be duplicated under experimental laboratory conditions. Research on aquatic systems, fish and other freshwater organisms, is conducted on issues and resources that are regional in scope (e.g., forest and agricultural practices; energy development impacts on northern plains and western mountain aquatic species; and potential threat to Great Lakes fisheries).

The contaminant research program is divided into eight major areas of emphasis:

Monitoring and Surveillance Studies ($659,000/18 FTE): The Service has maintained a monitoring network for contaminant substances in fish and wildlife since 1967. The results provide geographic and temporal trends in residues of persistent organic and inorganic contaminants in wildlife as a means of assessing (a) the magnitude of existing and potential threats to fish and wild resources, and (b) the success or failure of Service-supported regulatory actions on contaminants. Bioassessment techniques are validated to measure the impact of new generation chemicals having short biological half-lives. Surveillance studies are conducted as needed at specific sites to identify potential problems and to assess the need for further in-depth investigations.

FY 1989 Accomplishments: In general, concentrations of organochlorine chemicals and some inorganic elements are now lower than at any time in recent history, illustrating that regulatory actions and agricultural practices that reduce the use of persistent, hazardous materials can result in lower environmental concentrations. The Service expended considerable time in cooperation with the Idaho National Engineering Laboratory (INEL) and the U.S. Geological Survey to evaluate comprehensive monitoring programs that will provide not only chemical residue values, but relatively inexpensive field biotoxicity tests and standardized protocols to assess habitat. Opportunities exist for extensive cooperation with some of the existing and proposed monitoring programs of other agencies but none can fulfill the Service's mandates with respect to managing, protecting, and conserving critical fish and wildlife resources and their habitats.

FY 1990 Activities: The INEL is expected to complete the stepdown plan and training manual for the National Wildlife Refuge Monitoring Plan. Field validations of the plan are scheduled in the Spring of 1990 and final products are to be delivered by the end of the calendar year. Fish samples collected in 1988 and 1989 from sites with the more persistent chemicals or irregularly monitored sites will be analyzed. Samples from other selected sites will be screened by gas chromatography and mass spectroscopy to identify unknown compounds that bioaccumulate in the fish.

FY 1991 Proposed Activities: Research will concentrate on the field validation of bioassessment tools that complement tissue residue data. Recommendations will be received on the feasibility of using herons as a bioindicator of estuarine and wetlands quality.

Acid Rain Effects and Mitigation Studies ($1,727,000/22 FTE): The potential aquatic problems associated with acid precipitation and the effects of acid precipitation on fish and waterfowl are being studied. The biological effects are being investigated in both experimentally controlled and natural wetlands. Cooperative Federal/State mitigation projects, in support of the National Acid Precipitation Mitigation Program, are evaluating strategies to mitigate the biological effects of surface water acidification.

FY 1989 Accomplishments: Research identified several biochemical indicators of acid and metal stress in Atlantic salmon smolts. Synergistic effects were found in some biochemical responses whereas some other responses were specific to either the lower pH or metal stress. Exposure to low pH and elevated aluminum concentrations caused a reduction in the ability of brook trout to avoid predation. Experimental liming of Thrust Lake in Minnesota and Dogway Creek in West Virginia resulted in significant improvements of water quality. Brook trout were observed in Dogway Creek for the first time in several years.

FY 1990 Activities: The Service will continue to monitor the acid neutralizing capacity, water quality, and biological response in the treated waters. Episodic exposures to low pH and elevated inorganic contaminants will be initiated with juvenile fathead minnows and bluegills to provide scientists with the capability to more precisely extrapolate laboratory derived results to field conditions. Contracts will be issued to expand cooperative investigations on the effects of acidification and neutralization of entire watersheds and their associated wetlands. Research will examine the ability of biological organisms to survive and reproduce in acidified water.

FY 1991 Proposed Activities: Artificial wetlands will be used to determine the effects of acidification on black duck survival. Research efforts on mitigation strategies for acidified watersheds will be terminated. However, research on the biological effects of acidified waters will continue.

Contaminant Effects of Land, Water and Energy Development ($3,443,000/80 FTE): This research investigates the effects of contaminants released as a result of land and water development and related activities, energy production, and industrial processes. Studies are conducted on aquatic and terrestrial life, and their habitat requirements. Studies are being conducted to assess the impacts of contaminants released into, or trapped in, the Great Lakes; Mobile Bay, Alabama; and Galveston Bay, Texas. In addition, the Service conducts contaminant studies under controlled conditions, chemical analyses in support of field research and operations, and documents contaminant trends and impacts from the effects of mining and smelting byproducts on wildlife.

FY 1989 Accomplishments: Studies have shown that sediments in many depositional habitats of the Upper Mississippi River are contaminated with metals, posing potential risk to riverine biota. Initial dating of

sedimentary strata suggests that metal inputs generally increased markedly in the 1950's, were greatest in the early 1970's, and decreased in sediments deposited after the late 1970's. This trend parallels the recent improvement in water quality in the Upper Mississippi River, presumably as a result of the Clean Water Act. Sampling suggests that populations of the pollution-sensitive burrowing mayflies (Hexagenia) have recently increased, after being diminished for decades due to point-source pollution. All data bases necessary for the cartographically based risk assessment of Mobile Bay have been assembled.

FY 1990 Activities: Work will continue to examine the sources, fate and effects of sediment-borne contaminants on fish and wildlife species and their supporting habitats in estuarine areas. Standardized test systems will be developed to estimate the toxicity and bioaccumulation of contaminants associated with sediments to estuarine organisms. On-site field toxicity studies will be conducted on early life stages of estuarine species to estimate the biological damage.

FY 1991 Proposed Activities: Investigations will evaluate submerged aquatic vegetation as an indicator of the health and productivity of an estuarine environment. A new study will be initiated on the effects of oilfield brines and petroleum waste discharges into estuarine habitats with resultant impacts on wintering waterfowl, shorebirds and their aquatic food base.

Special Investigations ($1,343,000/28 FTE): This category of research provides for both long-term research as well as narrowly focused short-term investigations to help solve operational contaminant problems. The development of bioindicators is important for field personnel to assess impacts of contaminants on fish and wildlife. Bioindicators range from tumors and curved spines in fish and crossbeaks in birds, to disruption in enzyme or metabolic activity. If, during the development of a bioindicator, a correlation can be shown between the biological condition and the presence of a certain contaminant, field personnel can use these techniques to ascertain, quickly and inexpensively, the degree of threat posed by a contaminant at a particular site. These investigative techniques include, but are not limited to, analyzing enzyme systems, temperature regulation, hormone concentrations, and various physiological, biochemical, and behavioral changes in fish and wildlife.

FY 1989 Accomplishments: Research was completed on behavioral indicators of sublethal toxicity in rainbow trout. Swimming and feeding behavior were found to be highly sensitive indices of aluminum and pH interactions in salmonids native to the mountainous regions of the United States. Pilot studies exposing brown bullheads to two known carcinogens were completed. Analytical methods were developed for detecting low levels of DNA-adduct, whose formation represents the initiating process for chemical carcinogenesis. DNA adducts were detected in DNA isolated from whole blood and liver tissue of brown bullheads. Expansion of this work to field evaluations was terminated due to the resignation of the principal investigator.

FY 1990 Activities: Research will continue on the use of liver function assays for documenting contaminant exposure of wildlife. Hepatic cytochrome induction will be evaluated by enzyme assays, gel electrophoresis and an antibody-based method. Cooperative studies will continue to evaluate

reproductive problems in colonially-nesting birds in the Great Lakes region. Work will concentrate on diphenyl ether herbicides since this class of herbicides constitutes an important and still growing class of pre- and post-emergent herbicides. Backlogged research samples will be submitted to contract laboratories for chemical residue analysis.

FY 1991 Proposed Activities: Effects of pollutant mixtures present in the Great Lakes aquatic and atmospheric environment will be evaluated in avian embryos and the potential use of egg screening as a tool for assessing effluent, sediment and biological extract toxicity will be tested. Feeding trials will compare dose response to growth and bone development. Field validation of some bioindicator tools will be delayed.

Impacts of Agricultural Activities ($1,479,000/20 FTE): The effects of agricultural chemicals, especially pesticides, on fish, wildlife, and their habitats have been a long-standing focus of Service research. Contaminant problems associated with irrigation drainage water and surface water drainage are of increasing concern as we strive to keep America beautiful and conserve its natural resources. Wetlands contaminants research supports the Department of the Interior's responsibilities in the San Joaquin Valley, California, the Prairie Pothole Region, and other agricultural areas across the Nation. In addition, the impacts of emerging agricultural practices, such as conservation tillage, that involve increased use of herbicides are being studied.

FY 1989 Accomplishments: Field studies were completed on the effect of a pyrethroid insecticide on aquatic ecosystems. Evaluations were completed on the strengths and limitations of laboratory and field techniques in ecotoxicological research, as well as the use of experimental ecosystems in regulatory decision-making. Liquid-filled semi-permeable membrane devices (SPMD) were found to provide accurate, rapid, cost-effective methods for estimating exposure, uptake, and bioconcentration potential of certain lipophilic contaminants. Concentration factors with the SPMD ranged from 77,000 to 1,000,000 and were similar to bioaccumulation data in fishes obtained from the literature. Field research in the Prairie Pothole Region has been delayed the last two years due to drought conditions.

FY 1990 Activities: Laboratory and field investigations will continue to fully assess the hazard of selected new generation chemicals to fisheries and aquatic resources. Acute and chronic toxicity testing will be employed to study single species responses to single chemicals, as well as to examine additive and synergistic toxicity among two or more chemicals simultaneously. Data collection on waterfowl use and duckling growth and survival will be concluded and work will be initiated on the abundance and distribution of food chain organisms in the Prairie Pothole Region.

FY 1991 Proposed Activities: Field studies will determine the in-situ toxicity of irrigation return flows on the survival, growth, and behavior of larval and juvenile life stages of two federally-listed endangered species. Research will be initiated on the potential for aerially applied insecticides to enter prairie wetlands and reduce the quality of these wetlands for waterfowl. Surveys and biological assessments from selenium contaminated agricultural wastewater will be expanded to other geographical areas and a wider array of avian species.

Great Lakes Contaminants Studies ($1,540,000/30 FTE): Monitoring and research on contaminants in the Great Lakes are performed under a cooperative agreement with the Environmental Protection Agency in fulfillment of the U.S.-Canadian "International Great Lakes Fish-Contaminant Surveillance Program." Work continues to determine the identity, severity, distribution, and changing trends of contaminants that are a potential threat to fisheries of the Great Lakes, and to evaluate the effectiveness of past enforcement actions in reducing the contaminants. Separate studies will determine the impact of contaminants on fish stocks, their distribution, and recruitment.

FY 1989 Accomplishments: A new cooperative agreement between the U.S. Environmental Protection Agency and the Fish and Wildlife Service was signed as part of the U.S.-Canadian "International Great Lakes Fish Contaminant Surveillance Program." Quantitative structure activity relationship models have been developed for assessing acute toxicity to four biological species. These models predicted toxicities prior to conducting laboratory bioassays, improved efficiency, and assisted in the selection and prioritization of chemicals to be tested. High sediment concentrations of polyaromatic hydrocarbons were associated with elevated tumor frequencies in brown bullhead. However, neither organochlorine compounds, including dioxin and furans, nor arsenic were correlated with the elevated tumor frequencies.

FY 1990 Activities: Research will be initiated on the effects of elevated metal concentrations on reproductive failure of yellow perch, walleye and sauger populations in the Great Lakes. Improved analytical techniques will be used to analyze for specific PCB congeners in archived Lake Trout egg samples from four Great Lakes. While trends in biological observations exist, up until now it has been impossible to correlate Lake Trout survival with trends in contaminant data.

FY 1991 Proposed Activities: Research will be initiated on the synergistic/antagonistic effects of non-planar PCB congeners on planar PCB congener toxicities. Preliminary investigations indicate that the planar PCB congeners are more persistent in aquatic environments than the less toxic non-planar congeners. Thus, these residual, more toxic planar congeners could be causing chronic adverse effects in important Great Lakes sport fish and resident bird species.

Integrated Ecological Effects of Contaminants ($1,925,000/35 FTE): Long-term projects which study the effects of contaminants from a community or system perspective have been initiated in San Francisco Bay, the Upper Mississippi River system, and the Gulf Coast. These studies will relate the agricultural, municipal, and industrial contaminants with effects on habitat degradation, food chain organisms, and wildlife resources.

FY 1989 Accomplishments: Early developmental stages of freshwater drum, collected from suspect areas near industrial and municipal zones and highly productive reaches of the Mississippi River, were all found to be in good health and will be used as a control species in evaluating the relative health of pelagic spawners utilizing either backwater or main chemical spawning sites. Suspended sediment concentration does not seem to affect fish growth,

most sensitive indicator of sublethal cadmium exposure in freshwater mussels. San Francisco Bay supported a large wintering waterfowl population that utilizes all regions of the Bay. Salt ponds are important wintering habitat for all species of waterfowl but the distribution of diving and dabbling ducks appears distinct between the areas.

FY 1990 Activities: Early developmental stages of gizzard shad and bluegills collected from the Upper Mississippi River will be compared with the freshwater drum to evaluate the impact of sediment associated industrial pollutants on drifting larval fish populations. Work will continue on the development of trapping or enrichment devices designed for the analysis of hydrophobic contaminants commonly found in the Upper Mississippi River. Standardized tests utilizing amphipods, polychaetes, echinoderm sperm cells, and a morphological development assay will be finalized to evaluate the fragile habitat supporting estuarine interjurisdictional fishes, shellfish and waterfowl of the Gulf Coast. Field studies will be initiated on three new studies related to San Francisco Bay and investigations will continue on the effects of contaminants in waterfowl wintering in San Francisco Bay and the Consequences of prey switching in diving ducks.

FY 1991 Proposed Activities: Studies will be initiated to identify anthropogenic contaminants in the sea-surface microlayer that accumulate and are toxic to sensitive marine organisms in the Gulf Coast. Standardized tests currently being developed will be applied to assess the degree and extent of contamination in Gulf coast estuaries, and to provide regulatory and decision-making authorities with critical information. Additional testing will be initiated using pore (interstitial) water to assess the toxicity of marine estuarine sediments to sensitive lifestages of fish and invertebrates. Field studies will be concluded on the contaminant exposure and relative body burden in canvasback duck wintering in San Francisco Bay.

Operational Assistance and Sample ($1,291,000/13 FTE): Analysis of contaminant samples in support of Environmental Contaminant field operations continues to be a major effort. Publications of the Contaminant Synoptic Review series is one medium used to convey information regarding impacts of contaminants to operational personnel. Making this information more accessible to operational personnel will improve their ability to assess the impacts of specific contaminants. Development of a computerized data system for the support of field operations is another major assistance activity.

FY 1989 Accomplishments: Contaminant residue analyses costing $2.4 million were processed in support of Refuges and Environmental Contaminants projects within the Fish and Wildlife Service. Seven Regional Training workshops were conducted for Regional Coordinators and biologists on procedures and technical issues related to analytical chemistry.

FY 1990 Activities: A computerized data management system for processing sample catalogs, reporting and evaluating analytical results, and management tracking will be fully implemented for field operations staff.

FY 1991 Proposed Activities: All data from previous years' field assessments will be entered into the environmental contaminants data management system (ECDMS). A recommendation will be received on the feasibility of entering all National Contaminant Biomonitoring Program data (1965-1986) into the ECDMS.

Workload Analysis:

Major contaminants research workload factors are shown in the following table:

	FY 1989	FY 1990	FY 1991
Monitoring & Surveillance Studies	5	4	4
Acid Rain Effects & Mitigation Studies	6	7	4
Contaminant Effects of Land, Water & Energy Development Studies	17	17	17
Special Investigations	7	9	7
Agricultural Activities	7	8	8
Great Lakes Contaminant Studies	6	6	6
Integrated Effects Studies	6	6	6
Operational Samples Analyzed (number) (base funded only)	11,300	11,300	11,300

Increases/Decreases from FY 1991 Base

(Dollars in Thousands)

	1991 Base $000/FTE-T	1991 Estimate $000/FTE-T	Change
Acid Precipitation	1,727/22	977/22	- 750/0 FTE
Special Investigations Chemical Analyses	1,343/28	843/28	- 500/0 FTE
Total	3,070/50	1,820/50	-1,250/0 FTE

Acid Precipitation (-$750,000/0 FTE). The Service proposes to decrease its research program on acid precipitation by $750,000 in FY 1991. Cooperative studies in West Virginia and New York are investigating the acidification and neutralization of entire watersheds and the effects of acidic environments on the ability of biological organisms to survive and reproduce. These baseline studies and a new project, initiated to evaluate the application of limestone fines into Shaffer Fork, West Virginia as an alternate method of stream neutralization, were funded in FY 1990. These studies will complement the data being generated by the five cooperative Federal/State projects examining the effects of mitigation liming in streams and lakes. The results of these studies will be provided to the National Acid Precipitation Assessment Program. Given accomplishments to date, the Service believes that this research can continue at a reduced level of effort without compromising the research findings.

Distribution of Change by the Object Classification

The object class detail for the proposed $750,000 decrease is as follows:

Travel and Transportation	- 10,000
Supplies and Materials	- 140,000
Other Services	- 600,000
Total	-$750,000

Chemical Analyses (-500,000/0 FTE). The Service proposes to reduce its Special Investigations research by $500,000 in FY 1991. In FY 1990, funds were provided to the National Fisheries Contaminants Research Center and the Patuxent Wildlife Research Center for chemical residue analyses at Service contract laboratories. These research samples had accumulated over the past three years due to excessive work loads in the chemistry sections created by intensive field studies needed to document Departmental contaminant issues. By contracting for routine chemical analyses the chemistry sections have been able to concentrate on non-routine analyses and the development of new analytical methods. Adequate funding exists within the President's budget for several studies to be reactivated and as results from the backlogged samples are returned the data will be evaluated and published for use by resource managers.

Distribution of Change by Object Classification

The object class detail for the proposed $500,000 decrease is as follows:

Other Services	$ - 500,000
Total	$ - 500,000

Proposed Law: **America the Beautiful**
Changes to Current Law Resulting
from the Proposed Legislation

Increase from 1990 Current Law

(Dollars in Thousands)

		1991 Current Law	1991 Proposed Law	Difference
Contaminants Research	$	1,476	1,704	+228
	(FTE)	(20)	(21)	(+1)

The proposed change to current law of $228,000 is composed of $3,000 in base changes and program increases including the following:

Wetland Contaminant Agricultural Activities ($+225,000/1 FTE). As part of the wetlands initiative, the Service proposes to increase its research program on the impacts of agricultural contaminants by $225,000 in FY 1991. Research will focus on pesticide impacts to fish and wildlife wetland habitats in the

will focus on pesticide impacts to fish and wildlife wetland habitats in the prairie pothole region. In addition to the research recently initiated on the use of invertebrate bioassays as indicators of contaminants on prairie pothole wetlands, research would be expanded to determine the extent of contamination in waterfowl from currently used agricultural chemicals, determine seasonal and cumulative effects on waterfowl production and nesting habitat, and determine effectiveness of buffer zones and other strategies for minimizing the migration and deposition of chemicals in wetlands.

Distribution of Change by Object Classification

The object classification detail for the proposed $225,000 increase is as follows:

Salaries and benefits	+$ 40,000
Travel and Transportation	+ 10,000
Supplies and Materials	+ 130,000
Other Services	+ 45,000
Total	+$ 225,000

WILDLIFE RESEARCH ($16,772,000/270 FTE)

Base Program: Wildlife research provides the Service with basic biological information on numbers, dynamics, ecological relationships, habitat requirements, and new methods of managing populations of wildlife species. This information permits the application of optimal methods and strategies for management, including regulations of harvest and other activities, identification of essential habitats, identification of populations that may become threatened, steps to reduce non-hunting mortality, and provision of increased opportunities for people to utilize and enjoy the resource. Research scientists employ innovative techniques and the best application of current technology to develop high quality information supporting the Service in its mission. Transfer of this information to resource managers is the ultimate goal of the research activity. Major areas of research are described below.

Waterfowl Population Status ($4,967,200/81 FTE). Studies on the status of waterfowl seek to improve the ability of the Service to manage these populations through the development of improved census methods, the elucidation of factors affecting productivity and mortality, and quantification of the effects of environmental factors and harvest on populations. Some of this work involves analysis of data collected in existing management surveys, while significant field research is conducted in the Prairie Pothole region, Chesapeake Bay, and the northern Atlantic Coast and Gulf Coast areas. Additional waterfowl research is conducted in Alaska.

FY 1989 Accomplishments:

o Emperor geese in Alaska choose nest sites that afford concealment from avian predators, while cackling Canada geese select sites that enhance avoidance of mammalian predators. Fox predation was the most important source of reproductive failure of Arctic nesting geese, particularly in years when populations of rodents were low.

o Survival of white-fronted geese that breed in Alaska and winter in Mexico was 78% during the November to April wintering period. Extremely poor production of pintails on the Yukon Flats in 1989, suggested that populations in northern breeding areas may experience variations in success similar to those on the prairies.

o Censuses conducted over the past 20 years indicate that Louisiana is becoming a major wintering area for canvasbacks; 107,500 were counted in January 1989. The disparity in sex ratios among canvasbacks observed in Louisiana is less than the nearly 3:1 imbalance in favor of males seen on the Atlantic coast. Overwinter mortality was low for canvasbacks in the Chesapeake Bay region during two mild winters. Reproduction of canvasbacks at the Agassiz National Wildlife Refuge was much higher in 1989 than in the two previous years.

o A preliminary version of the mallard life cycle model was demonstrated to selected managers. Survival rates of mallards wintering in the Mississippi Alluvial Valley was high during 1989; no mortality of 98 radio-marked birds was observed after the close of hunting season. Breeding populations of ducks in the Prairie Pothole Region increased from 1988, but did not fully recover from the effects of drought.

o Intensive studies of dabbling ducks breeding in the Prairie Pothole Region indicated that predation and adverse weather are the major causes of duckling mortality. To effectively improve waterfowl production, removal of predators from an area must be thorough.

o There is no major difference in recruitment of ducklings between black ducks and mallards in the Chesapeake Bay region.

FY 1990 Activities Highlights: The final year of development of a prototype mallard life cycle model will bring together the best available information on natality and mortality; the product will provide insights useful for managing continental populations and will serve to identify significant information gaps that should be the subject of future research. Research to better utilize routinely collected banding and survey data to understand the dynamics of continental waterfowl populations will continue. Emphasis on recruitment of waterfowl in Alaska and on mortality factors in wintering areas in all flyways will continue.

FY 1991 Proposed Activities: Studies to improve census and survey methods and to better utilize data collected in past surveys will continue. Mortality factors, particularly non-hunting mortality and its role in population dynamics of waterfowl, will continue to be emphasized. Dynamics of the continental pintail population will be the subject of major new efforts, with integrated investigations on the breeding grounds and in multiple wintering areas attempting to gain insights on the reasons for recent dramatic declines of the species. If 1990 is a good year for waterfowl recruitment, 1991 will provide the first opportunity to evaluate the role of recent restrictive hunting regulations in the recovery of populations. Resources released by the completion of other studies will be directed to meeting information needs identified by life cycle modeling.

Waterfowl Ecology, Habitat Requirements, and Effects of Various Habitat Manipulations $3,090,000/47 FTE). The intent of much of this research is to increase waterfowl productivity on National Wildlife Refuges and other managed habitats in support of the North American Waterfowl Management Plan. Major programs of research are conducted on prairie breeding areas to develop information to assess the effectiveness of various management strategies. Other studies examine canvasbacks in wintering areas along the East and Gulf Coasts, and in staging areas along the upper Mississippi River. Waterfowl wintering concentrations in the Central Valley of California and in the Mississippi Delta are studied to evaluate the use of habitats by species of concern. Additional research examines the wintering ecology of geese that nest in the Arctic, and the impacts of agricultural practices on waterfowl habitat.

FY 1989 Accomplishments:

- o Three west Cook Inlet estuaries were found to be key staging habitats for greater white-fronted, lesser snow, Tavener's Canada, lesser Canada, and cackling Canada geese in spring. In some years virtually the entire population of cackling Canada geese uses a 23 square mile area on the north side of the Alaska Peninsula near Cinder and Hook Lagoons.

- o Removal of foxes increased the production of geese in study areas on the Yukon-Kuskokwim Delta, but the effect varied among species. Success exceeded 80% in all species.

- o Populations of brant have been depressed for the past decade, but reproductive success in recent years has been good.

- o The number of mallards wintering in the Mississippi Alluvial Valley was 1.1 million in December and 1.2 million in January; favored wintering habitats are seasonally flooded lands.

- o A simulation model has been developed to permit managers to predict the response of wetland biota to hydrologic manipulations; it is expected to be useful in wetland restoration and creation.

- o Islands and points of land protected by electrified fences to exclude mammalian predators produced a much greater number of ducklings per unit area than did unprotected areas in 1989, and fencing points of land may be a cost-effective method of increasing waterfowl production.

FY 1990 Activity Highlights: Continued recovery of the prairie pothole region will permit achievement of more of the objectives of studies begun in the drought year of 1988. Good breeding conditions will permit testing various management strategies, including those designed to minimize predation on waterfowl nests and broods. The effort underway by several centers working collaboratively to examine canvasback population ecology in breeding, migration, and wintering habitats will continue, with improved technology and more typical weather patterns. New investigations focusing on reasons for decline of the black duck population will emphasize comparative ecology of black ducks and mallards on the breeding grounds to determine whether competition or habitat alterations have favored mallards in recent years.

FY 1991 Proposed Activities: Studies meeting information needs for the North American Waterfowl Management Plan will be a high priority, especially those relating to management of lands in ways that minimize losses to predators. Emphasis on black ducks, canvasbacks, redheads, and pintails will focus on habitat loss or degradation as causes of population declines. Research on geese nesting in Alaska will continue to examine disturbance due to development as factors threatening populations.

Wildlife Health ($2,960,100/47 FTE). Service capabilities are directed toward the prevention and control of diseases affecting free-living populations of wildlife under Service stewardship. Field and laboratory research is conducted, as are diagnostic and preventive services and training. Technical transfer is oriented to refuge biologists and other field personnel and focuses on the identification and control of disease problems encountered in the field, and the collection and preservation of specimens used in the diagnostic laboratory. Activities in wildlife health include the investigation of die-offs, which normally involves processing specimens and undertaking a number of clinical investigations to determine the diseases involved and environmental factors contributing to the mortality. Research leads to the development of antitoxins for waterfowl diseases and determination of the role of disease control in the recovery and management of endangered wildlife. Activities are also supported by programs of the Southeastern Cooperative Wildlife Disease Study, which focuses on causes and effects of diseases in resident wildlife.

FY 1989 Accomplishments:

o Nearly 3,000 specimens of a wide variety of avian and several mammalian species were processed at the National Wildlife Health Research Center. The National Wildlife Refuge system continued to be the primary submitter of specimens.

o Eleven wildlife disease workshops were conducted.

o A major unplanned activity was the provision of diagnostic services as part of the response to the "Exxon Valdez" oil spill.

o During 1989, 195 disease outbreaks were monitored and evaluated, and disease control advice was provided to wildlife managers. Fourteen field investigations and disease control operations were conducted.

o A retrospective analysis of epizootiological and diagnostic records provided potentially useful information for incorporation into mathematical population models.

o Avian cholera and avian botulism continued to constitute a large portion of diseases recorded in waterfowl.

o Completion of the tight isolation facility provided new research opportunities, including a collaborative study with the domestic duck industry leading to development of a slow release vaccine of use in both domestic and wild species. The new facility also permitted acceleration of research on the epidemiology of avian botulism.

o Seabirds nesting in Alaska are opportunistic in their feeding, concentrating on different prey species in different areas and in periods of differing prey abundance. Tufted puffins prey on juvenile walleye pollack before fish of this species are large enough to become part of the fishery and the fishery removes adults that prey on juveniles, suggesting a beneficial effect of the fishery on puffin populations. Survival of black-legged kittiwakes in Alaska is good, but cannot make up for recent chronic breeding failures. Reproductive success of the bristle-thighed curlew was estimated to be 72%.

o Field research commenced at the Cheyenne Bottoms Wildlife Management Area in Kansas. Wetlands at Cheyenne Bottoms dried during spring migration, but again contained water during the late-summer southbound migration. Studies at Quivera, Salt Plains, Valentine and Crescent Lake National Wildlife Refuges and in the Rainwater Basin investigated the value of these areas to migrating shorebirds.

o Breeding least tern and piping plover nests were monitored on sandbar and sand spoil sites on the Platte River. Reproductive success was higher on spoil sites owing to inundation of sandbars.

o Counts of migrating shorebirds at stopover sites appear to be a reliable indicator of population trends.

o Some migrant birds wintering in the tropics can make use of both second-growth forests and agricultural habitats, even though they may be restricted to mature forests on the breeding grounds. Migrants were found in moderate numbers in cacao, coffee, and pine plantations in Belize, Jamaica, and Costa Rica. Nevertheless, utilization of other crops was slight, and the overall effect of tropical deforestation on populations of migrants remains unknown.

o Wider riparian habitat corridors have a greater abundance of species of nesting birds than narrow corridors. Research on riparian corridors in the west indicated that measures of species richness may give a misleading picture of habitat conditions.

FY 1990 Activities Highlights: Studies that support the objectives of the Service's Nongame Bird Strategies will be emphasized. For example, investigations leading to the development of appropriate census methods for species not adequately surveyed by the Breeding Bird Survey, including shorebirds and raptors will be pursued. Research will continue on quantitative and qualitative needs for migration and wintering habitats, including investigations of shorebird use of the Cheyenne Bottoms, Kansas, and evaluation of the effects of fragmentation on migratory birds wintering in the neotropics.

FY 1991 Proposed Activities: Resources made available by the completion of studies will be applied to the most critical research needs identified in the Service's nongame plan, which seeks to identify species for which population trends indicate imminent endangerment, identify causes of declines, and develop management strategies to reverse declines. Research on Alaskan marine and shorebird populations and habitat requirements will continue.

Emphasis will be placed on redirecting efforts from newly completed studies to research activities given priority under the nongame plan.

Wildlife Ecology on Service Lands ($1,636,000/26 FTE): Emphasis is on research to provide improved knowledge and techniques to manage public lands, particularly National Wildlife Refuges, for the benefit of wildlife. One priority is on species using the Arctic Coastal Plain area of Alaska, including caribou, to assess the potential effects and options for mitigation of oil and gas development. The Service continues to support research on the status and ecology of brown bears on Kodiak Island, Alaska; research will lead to recommendations on the interrelationships of bears, people, and man-made structures. Studies of upland migratory game birds continue, with emphasis on woodcock.

FY 1989 Accomplishments: Thirty caribou, six brown bears, six muskoxen, and two moose were tracked by satellite telemetry and additional animals were tracked by conventional VHF telemetry during FY 1989. The importance of the "1002 area", which is proposed for petroleum development, was investigated and documented. Although only 38% of cows from the Porcupine Caribou Herd calved in the 1002 area, mortality of calves born elsewhere was three to five times higher. By the end of June, the entire cow/calf segment of the population had moved into the 1002 area. Caribou from the Central Arctic Herd had lower reproductive success in areas with petroleum development than in undisturbed areas, but the mechanisms producing the lowered success are unknown. Satellite telemetry was highly effective in recording populations and movements of muskoxen. Investigation of the effects of logging practices in the northwest indicates that they reduce, but do not eliminate, populations of invertebrates, terrestrial amphibians, and small mammals. Harvest of old growth timber negatively impacts populations of aquatic amphibians. Cottonwoods along the middle Rio Grande are expected to be replaced by Russian olive and salt cedar, reducing populations of specialized species such as warblers. Analysis of survey data from 1970 to 1988 indicates a general decline in populations of woodcock in eastern and central North America. Mortality of woodcock on the wintering grounds in Georgia and South Carolina is high and accounts for much of the annual mortality. During daylight hours, woodcock are found almost exclusively in bottomland hardwood forests. Breeding studies of woodcock in Maine conclusively demonstrated that birds losing nests or broods renest and that renesting is important in years when brood mortality is high, as it was in 1989.

FY 1990 Activities Highlights: Increased effort will be devoted to studies of wintering woodcock in South Carolina. Continued research on movements and dynamics of caribou and other large mammals on the Arctic National Wildlife Refuge are expected to provide a more complete picture of their ecological requirements. These records of habitat use and individual animal responses to a variety of oil exploration activities will provide information for the Department of the Interior to use in making recommendations for wildlife conservation steps to be taken in the area.

FY 1991 Proposed Activities: Studies begun in FY 1987 on the effects of oil explorations and related activities on the Arctic National Wildlife Refuge will continue. Contingent on the availability of resources,

additional studies on the causes of caribou calf mortality and the ecology of muskoxen using areas influenced by existing petroleum development near the Refuge's western boundary may be initiated. Studies of woodcock ecology will continue.

Marine Mammals in Alaska ($1,719,900/27 FTE): Studies address near-shore ecosystems and their relationship to the population status and management alternatives for walrus, polar bear, and sea otter in Alaska. Resulting information will help reveal segments of life cycles to which management actions could be applied most effectively. Also, information developed will be applied to decisions on populations and harvest that relate to Service responsibilities under the Marine Mammal Protection Act.

FY 1989 Accomplishments: Radio-tracking of a large number of polar bears resulted in the discovery of more maternity dens; the number discovered in these studies now totals over 100, far exceeding the 35 that were known from all previous accounts. Only 23% of dens have been found on land, with the others occurring on shore-fast ice or pack ice. Reproductive success is higher in land dens; they account for 37% of all observed production of cubs. Small barrier islands near the Arctic National Wildlife Refuge seem to be particularly important maternity areas. Instrumentation of some individuals for periods in excess of five years has indicated that movements may be extensive over time, despite the tendency of bears to be faithful to restricted areas over shorter periods. Bears formerly thought to be permanent residents of the Beaufort Sea are now known to travel to the Chukchi Sea, or even to the northern Bering Sea. Chemical analysis of claw tissue makes it possible to identify the general areas inhabited by individual bears in the previous 12-16 months. The population of polar bears that seasonally occurs in northwestern Alaska is extensively shared with the Soviet Union and over 80% of this population dens in Soviet territory. Comparison of sea otter populations at Kodiak Island and in Prince William Sound indicated much higher survival of animals in Prince William Sound, prior to the Exxon Valdez oil spill. Investigations begun after the spill included necropsies of the 800 dead sea otters recovered, radio marking of animals to compare behavior, survival and reproductive success in clean areas and those impacted by the spill. Also, radio marking of sea otters rehabilitated and released permitted evaluation of the efficacy of rehabilitation methods in use. Conflicts between sea otters and the fishery and mariculture industries are likely to increase as sea otter populations continue to recover. Populations have increased nearly tenfold in areas where releases were conducted in the 1960s. Cooperative walrus surveys conducted by U.S. and U.S.S.R. scientists achieved standardization of survey methods and data interpretation that should eliminate the problem of population estimates that could not be reconciled. Evaluation of different types of aerial surveys and collection of behavioral data proceeded in an attempt to improve the accuracy of population survey data.

FY 1990 Activities Highlights: Investigations of long term impacts on sea otters of the "Exxon Valdez" oil spill will continue, as will evaluations of the survival of otters that were oiled, rehabilitated, and released. Tracking and observation of the western population of polar bears in the Chukchi Sea and the northern population in the Beaufort Sea will continue. Studies of the impacts of sea otters on dungeness crabs, and other commercially important shellfish will continue. Further development of methods for accurately

estimating populations of Pacific walrus is expected. The Service will be participating in a cooperative research investigation involving the National Oceanic and Atmospheric Administration and marine mammal scientists from the Soviet Union.

FY 1991 Proposed Activities: Sea otter studies relating to development of the highest priority zonal management information needs will continue, as permitted by oil spill impacts. Polar bears using the Chuckchi Sea area will be monitored as resources allow. Development of methods for accurately estimating walrus populations will proceed as resources permit. Collaborative studies with marine mammal specialists from the Soviet Union begun in FY 1989 will continue.

Workload Analysis:

Major wildlife research workload factors are shown in the following table:

	FY 1989	FY 1990	FY 1991
Waterfowl Population Status Studies	18	18	19
Waterfowl Ecology & Habitat Studies	27	27	27
Wildlife Health Studies	17	17	15
Wildlife Dieoff Investigations	550	550	500
Nongame Wildlife Studies	23	23	16
Wildlife Ecology on Service Lands Studies	10	10	9
Marine Mammals Studies	10	10	10

Increases/Decreases from FY 1991 Base

(Dollars in Thousands)

	1991 Base $000/FTE-T	1991 Estimate $000/FTE-T	Change
Pintail decline	450/1	950/2	+500/1
Nongame migratory birds	2,199/42	1,549/39	-650/3
Wildlife review/information transfer	315/0	0/0	-315/0
Purple loosestrife	100/0	0/0	-100/0
Mountain lion habitat research	150/0	0/0	-150/0
Sea bird mortality	200/0	0/0	-200/0
Waterfowl survey techniques	250/0	0/0	-250/0
Arctic nesting geese	650/5	350/5	-300/0
Marine Mammals	1,719/27	1,419/27	-300/0
Walrus Research	[300/0]	[0/0]	[-300/0]
	6,033/75	4,268/73	-1,765/-2

Determine Significant Factors Causing the Decline of the Continental Population of Pintails (+$500,000/1 FTE). Northern pintail populations have declined dramatically in the past 30 years. The pintail Breeding Pair Index (BPI), an indication of population stability, dropped from 10.1

million in 1956 to 4.1 million in 1974. Decreases have continued, with lows of 2.9 million reported in 1985, 2.6 million in 1988, and 2.5 million in 1989. Declines in recent years have occurred despite reduced harvests. Information developed by this research will help the Service to meet the goals of the North American Waterfowl Management Plan.

Primary objectives of new research are: (1) determine factors affecting the survival of pintails wintering in the lower Pacific Flyway and in the Gulf Coast region, (2) investigate factors affecting productivity, and (3) integrate estimates of annual productivity and mortality to predict population trends.

Distribution of Change by Object Classification
The object classification detail for the proposed $500,000 increase is as follows:

Salary	+ 35,000
Benefits	+ 5,000
Travel	+ 50,000
Equipment	+150,000
Supplies and materials	+145,000
Other Services	+115,000
Total	+500,000

Nongame Migratory Bird Studies (-$650,000/3 FTE). The Service proposes to reduce funding for nongame research by $650,000 in FY 1991 because projects initiated in FY 1988, including the status of the bristle-thighed curlew, survey methods for raptors and shorebirds, effects of habitat fragmentation on birds, and significance of the Cheyenne Bottoms (Kansas) as a shorebird stopover area can be completed by the termination of lower priority studies in other areas of nongame research, such as research on colonial nesting birds, and the shifting of their resources to the higher priority work. The Service will be able to meet its commitments with fewer resources because only high priority studies based on the 1989 revision of the Nongame Migratory Bird Management Plan will be continued. These new studies on better census methods and causes of population declines will improve the Service's ability to meet the goal of preventing additional migratory bird species from becoming Endangered or Threatened, as directed by the recent amendment to the Nongame Act (P.L. 100-653).

Distribution of Change by Object Classification
The object classification detail for the proposed $650,000 decrease is as follows:

Salaries	-120,000
Travel	- 80,000
Equipment	- 90,000
Supplies and materials	-125,000
Other Services	-235,000
Total	-650,000

Wildlife Review and Information Transfer (-$315,000/0 FTE). This proposed decrease consists of two related activities, both of which involve compiling and disseminating information about wildlife and related research. The first

component is to cease compilation and publication of Wildlife Review, a source of abstracted bibliographic references distributed to members of the wildlife profession. The second component is to reduce information transfer activities, including editorial review of Service scientific manuscripts, preparation of extension brochures and other products, and responding to requests for technical information.

Automated databases, commerical bibliographic search capabilities and technical information have became available through public and private sources. These sources can be effectively accessed by the users of this data.

Distribution of Change by Object Classification
The object classification detail for the proposed $315,000 decrease is as follows:

Printing and Reproduction	-315,000
Total	-315,000

Research on Purple Loosestrife (-$100,000/0 FTE). The Service proposes to end funding for this project because its original objectives have been met; a natural biological control agent for this plant has been identified and tested successfully. Additional research projects proposed, including investigation of long term insect/host relationships and effects of control on ecological communities, can be deferred.

Distribution of Change by Object Classification
The object classification detail for the proposed $100,000 decrease is as follows:

Other Services (including contracts with universities)	-100,000
Total	-100,000

Mountain Lion Habitat Research (-$150,000/0 FTE). This research was conducted under contract by the University of Idaho; it examined the effects of native predators including the mountain lion, grizzly bear, coyote and wolf on ungulate populations in order to develop background information helpful in predicting the effects of the possible reintroduction of gray wolves in the Yellowstone National Park ecosystem. Work to be completed in FY 1990 represents the final planned phase of the research. Consequently, the Service is asking that funding be reduced to reflect this completion.

Distribution of Change by Object Classification
The object classification detail for the proposed $150,000 decrease is as follows:

Other Services (including contracts with universities)	-150,000
Total	-150,000

Seabird Mortality (-$200,000/0 FTE). Funding in FY 1990 allowed the Migratory Bird Program to initiate an aggressive activity to document the mortality of seabirds from the foreign squid driftnet fishery in the North Pacific and

selected domestic fisheries in Alaska. The Service coordinated its seabird mortality information needs with the National Marine Fisheries Service's incidental mortality observer program and participated in designing that program. The Service also coordinated with the Department of State during their bilateral squid driftnet fishery negotiations with Japan, the Republic of Korea, and Taiwan. A field techniques manual for seabird data collection in the observer program and a report on seabird mortality from the 1989 driftnet fishery were completed. A study of seabirds at Buldir and Agattu Islands was initiated to determine if populations of tufted puffins were increasing because of the ban on the highseas salmon fishery in the Exclusive Economic Zone near the western Aleutian Islands. A study to determine the trend in, and impacts of, the ingestion of plastic particles by seabirds in the Gulf of Alaska was also initiated. Computerized bibliographies and new database management systems for plastic ingestion and incidental mortality issues and data were completed. The proposed reduction recognizes the completion of these activities, and with the anticipated ban on all driftnet fishing activities in the North Pacific, this reduction should not adversely impact the resource.

Distribution of Change by Object Classification: The object class detail for the proposed $200,000 decrease is listed below.

Travel and transportation	- 20,000
Other services	-150,000
Materials and supplies	- 30,000
Total	-200,000

Waterfowl Survey Techniques (-250,000/0 FTE). The need for more accurate waterfowl surveys in Alaska has increased with the decline in continental waterfowl populations and the resultant greater importance of relatively secure and productive Alaskan habitats. In FY 1990 we will use funds to conduct evaluations of survey techniques and propose revisions for duck breeding pair and brood production surveys. Intensified field efforts have been initiated on Yukon Delta and Yukon Flats National Wildlife Refuges to provide a basis for recommending improvements to breeding pair surveys. Efforts also have been initiated to develop more consistent and precise methodology for expanded production surveys to be implemented on an experimental basis in 1990. Existing boundaries of breeding pair survey strata and duck production areas are being reviewed and revised. Results of FY 1990 efforts will be implemented and a decrease in FY 1991 funding will not adversely affect improvement of the surveys. Production surveys should be more accurate and results of future breeding pair surveys will remain consistent and comparable with data collected since 1957.

Distribution of Change by Object Classification: The object class detail for the proposed $250,000 decrease is listed below.

Travel and transportation	-150,000
Other services	- 90,000
Materials and supplies	- 10,000
Total	-250,000

Arctic Goose Educational Program (-$300,000/0 FTE). During FY 1989, Alaska Regional personnel continued an aggressive educational program on wildlife management, particularly goose management on the Yukon-Kuskokwim Delta. Local bilingual natives were retained as refuge technicians to serve as liaisons between refuges and villages in western Alaska. Additional one-time education and information products were developed by the region, including posters, brochures, and videos. In FY 1990, efforts are aimed at disseminating these materials to statewide subsistence users. The progress of the efforts to educate native subsistence users will not be continued, but there will be no immediate adverse effect on the resource. Many of these educational materials are timeless and will continue to serve their function without additional funding. The FY 1991 budget continues a funding level sufficient to maintain refuge information technicians, other support staff, and some continuing product development.

Distribution of Change by Object Classification: The object class detail for the proposed $300,000 decrease is as follows:

Travel and transportation	- 40,000
Other services	-180,000
Supplies and materials	- 80,000
Total	-300,000

Marine Mammal Surveys (-$300,000/0 FTE). A Congressional increase of $350,000 was provided in FY 1990 to conduct a joint walrus survey with the U.S.S.R. and to initiate a statewide sea otter survey in the Aleutian Islands. The U.S. - U.S.S.R. walrus survey will be completed in August - September 1990 and data analysis and reporting will be done in FY 1991 with base funds. Data will be shared with the Soviets and cooperatively reported. The joint survey has been conducted at 5-year intervals since 1975. The 1990 survey is expected to produce a more accurate estimate of population size than did previous surveys. This information will be used to determine the Optimum Sustainable Population, as required by the Marine Mammal Protection Act. It will also be essential for selecting management strategies currently being developed under the Service's recently initiated management planning effort.

The Aleutian Islands phase of a statewide sea otter survey will likewise be completed in 1990. Additional funds have been requested in 1991 to continue the statewide effort. The Aleutian survey will be conducted during the summer. The Service will perform data analysis and report its findings in FY 1991 using base funds. The Aleutian Islands have not been surveyed for over 25 years. An estimate of population size for this area will help determine the statewide population and Optimum Sustainable Population size. This information is required for the development of a Sea Otter Management Plan which will be initiated in 1990.

Distribution of Change by Object Classification: The object class detail for the proposed decrease is as follows:

Travel	-40,000
Other services	-90,000
Supplies and Materials	-45,000
Equipment	-30,000
Total	-300,000

Proposed Law: America the Beautiful
Changes to Current Law Resulting
from the Proposed Legislation

Increase from 1990 Current Law

(Dollars in Thousands)

		1991 Current Law	1991 Proposed Law	Difference
Wildlife Research	$	197	196	-1
	(FTE)	(0)	(0)	(0)

The proposed change to current law of $1,000 is composed of base changes.

FISHERY RESEARCH ($16,354/000 FTE)

Base Program: The Fish and Wildlife Service's mission is furthered by promoting the wise use of the Nation's freshwater and anadromous fish populations and improving the management of fish and wildlife resources through greater reliance on objective scientific information. This mission requires research and development that can yield the diverse technical information required by management to address complex resource questions. Emphasis is placed on those species of fish that are anadromous or migratory or inhabit interjurisdictional waters such as the Great Lakes. High priority is given to research aimed at restoring depleted fishery resources through more effective harvest management. Fishery research falls into three major categories: habitat, resource use, and fish husbandry. Objectives pertain primarily to fishery resources that are economically important (including sporting value), environmentally impaired, depleted from overuse, or generally at risk. The Service has responsibility for anadromous species and species which inhabit transboundary or federally managed waters (e.g., National Wildlife Refuges, National Parks, etc.)

Habitat ($3,809,000/64 FTE): This category of investigation is aimed at describing interactions of fish species, including exotics, and determining the effects of changes in their environment. Specifically, habitat investigations describe the environmental requirements for maintenance of important species, determine the impact of environmental degradation on system productivity, and recommend remedial actions, where necessary, to resource management agencies. Concepts, methods, and information are developed for predicting, within major fish communities, the influence of species interactions on the communities' more valuable components, e.g., the intracommunity effects of lampreys and other nuisance or exotic species and of expanding prey or predator populations. Concepts, methods, and information are developed for understanding the impacts on fish populations resulting from alterations in water quality or physical habitat.

FY 1989 Accomplishments: Salmonid health and habitat continued to be studied in the major river systems of the Pacific Northwest in an effort to restore depleted stocks. Juvenile fall chinook salmon reared in pens along the Columbia River from 1984 through 1988 showed improved growth over hatchery-

reared trout with preliminary data indicating fish reared in the hatchery are returning in greater numbers. An updated modeling technique using chinook salmon and steelhead associated with stream productivity and outplanting in tributaries was developed. Construction of the Northeast Anadromous Fishery Laboratory has progressed well and initial field research commenced on the outmigration of Atlantic salmon, American shad, Shortnose sturgeon and River herring. Staffing continued at the new Northeast Anadromous Fisheries Research Laboratory. Biological and ecological studies were conducted on non-salmonid anadromous fish in the northeast, with an emphasis on American shad. Striped bass research continued to focus on determining habitat requirements, population monitoring and stock restoration in the Chesapeake Bay and adjacent rivers. Estuarine and anadromous finfishes were studied in southeastern waters to determine the impact of coastal water development projects and overfishing. A near threatened species, gulf sturgeon, were found to be more abundant than first estimated. Research was conducted on exotic fish species of interest such as the black chin tilapia, rudd and hybrid golden shiner to determine temperature tolerances and migration patterns. The black chin tilapia data revealed that this species has extended it's range from mid-Florida to the northern portion of the state. A computer data base for a national survey on exotic fishes of the United States was developed to determine their status and distribution. Physical, chemical, and biological data evaluations in the Great Lakes revealed a reduction of aquatic macrophytes in connecting waters when the habitat was altered. Fluctuating water levels were found to be beneficial to habitat diversity and an improved fishery.

FY 1990 Activities: Wild fish populations supplemented with hatchery fish will be evaluated to determine their contribution to natural recruitment in the Pacific Northwest. Impacts on survival of migrating coho-salmon to contaminants such as pulp mill effluent will be studied. Two nuisance species, asiatic clam (Corbicula), and zebra mussel (Dreissena), are expanding their established range in North America. Laboratory research has been initiated to study these species including the development of methods for culturing. Continued research on factors affecting fish passage of Atlantic and non-salmonid anadromous fish species including American shad, Shortnose sturgeon and River herring will be conducted in the Northeast.

FY 1991 Proposed Activities: Laboratory research at the Northeast Anadromous Laboratory will commence investigating parameters associated with fish passage. Habitat requirements of American shad, larval to adult, will be emphasized. Studies on population dynamics, disease and escapement of salmonids will continue in major river systems of the Western States, including the Columbia and in the state of California. Research on the use of bioindicators, such as aquatic insects, for determining fish spawning and rehabilitation of habitat in the Great Lakes will be conducted.

Resource Use ($4,263,000/73 FTE): This category of investigation provides technical information and references for the assessment and allocation of fishery resources, including parameter estimation and population modeling. Resource use investigations identify the resource factors and assessment needed to resolve problems in managing the rehabilitation and maintenance of transboundary fish stocks including Indian treaty-ceded waters. Concepts and methods are developed to predict the impacts of the selective harvest of populations (e.g., in Alaska and the Great Lakes) and long-term effects of

intensive fishing on naturally reproducing stocks (e.g., stock productivity, distributions, average size of fish, etc.).

FY 1991 Proposed Activities: Evidence of natural spawning in lake trout populations in Lake Michigan is limited. Fish habitat interactions on spawning grounds to isolate factors impeding this recruitment of offspring will continue to be investigated. Techniques to remove or detoxify chemicals used as fish management tools (therapeutants, anesthetics, disinfectants) from effluent discharge are needed to comply with state and Federal regulatory requirements. Activated carbon, other adsorbents, pH alteration and ozone applications are examples of candidate and environmentally safe techniques that will be examined.

Fish Husbandry ($8,282,000/171 FTE): This category of research supports the propagation and culture of fishes at Service hatcheries, with spin-off application in state and private aquaculture sectors. Activities include research on fish production, health, genetics, carrying capacity of hatcheries, performance of stocked fish, and compliance with requirements of the National Environmental Policy Act and the National Pollution Discharge Elimination System. Husbandry investigations are conducted to define quality and genetic suitability of fish propagated by Service hatcheries as measured by performance of stocked fish in the wild, and to provide recommendations on stocking protocols that will increase the self-sustaining ability of hatchery fish in the wild. Concepts, methods, and information are developed and evaluated to improve propagation techniques, satisfy physiological needs of species being propagated, increase economic efficiency of hatcheries (e.g., improved water quality, facility design, nutrition, and increased production), and control disease organisms that significantly limit efficiency in fish production. Additionally, anesthetics, disinfectants, and related control chemicals are formulated, tested, and registered for more efficient culture and management of fish.

FY 1989 Accomplishments: A herpes virus has been characterized as the possible cause of mortality in Great Lakes trout. Positive and rapid detection methods and antibodies are being developed to be used against this agent. An evaluation of Atlantic salmon and striped bass production in hatcheries and efficiency of aquaculture systems identified that temperature, light, and food ration, including starter diets, and other variables need to be adjusted to achieve optimal conditions. High phosphorous content in hatchery effluents has led to evaluating the influence of fish diets in this phenomenon. Initial research has revealed a 50-percent reduction in phosphorous of salmonids diets may be attainable. Rehabilitation of buildings to be used in striped bass research at the National Fisheries Research Center, Leetown, was completed. Construction of new ponds and a reservoir system to augment the laboratory capability was initiated. Progress on the registration of chemicals and drugs used in fish management was made.

FY 1990 Activities: Research on improving fish disease identification, control and prevention techniques of both cold and warm water fishes such as striped bass and lake trout will continue. Research emphasis on Atlantic and Pacific salmonids, lake trout, striped bass, and aquaculture species of interest will continue. Funding will be provided for the operation and complete staffing of the laboratory at Hagerman, Idaho, to conduct studies on

the nutritional requirements and improved diets for optimal trout and salmon survival and mitigating losses of salmon populations. The Southeastern Fish Cultural Laboratory will continue to rehabilitate facilities and provide enhanced efforts on aquaculture species to study disease resistance, nutritional requirements, and water control management. Cooperative research initiated in 1989 with the Alabama Cooperative Research Unit and Auburn University related to farm aquaculture of catfish, tilapia, and hybrid bass will continue. Review and reregistration of chemicals used in fish management is required periodically by the Environmental Protection Agency. Data updating on a lampricide and fish toxicant will be addressed as appropriate.

FY 1991 Proposed Activities: Practical diets containing the necessary nutritional elements will continue to be evaluated. Development of methods for the detoxification of fishery chemicals to make them environmentally safe will be continued. Improved culturing techniques on striped bass, including increased maturation and spawning beyond the normal spawning season, will be used in an attempt to provide larger and more larvae and fingerlings.

Workload Analysis:

Major fisheries research workload factors are shown in the following table:

	FY 1989	FY 1990	FY 1991
Research Studies			
Habitat	43	44	51
Resource Use	34	32	33
Fish Husbandry	91	90	97
Technical Assistance Requests	1850	1780	1853
Scientific Publications	145	130	133

Increase/Decrease from FY 1991 Base

	1991 Base $000/FTE-T	1991 Estimate $000/FTE-T	Change
Northeast Anadromous	1,040/12	1,140/14	+100/2
Leetown Laboratory Operations	3,755/56	3,255/56	-500/0
Fisheries Review Information Transfer	250/0	0/0	-250/0
Connecticut River Study	60/0	0/0	- 60/0
Southeastern Instream Flow	330/0	30/0	-300/0
Northeast Coastal Areas Study	150/1	-	-150/1
North Carolina Striped Bass	450/5	100/1	-350/4
Middle Snake River	100/0	-	-100/0
Yukon River Salmon	575/2	325/0	-250/2
Swan Falls	525/4	-	-525/4
Total	7,235/80	4,850/71	-2385/9

Northeast Anadromous Laboratory (+$100,000/2 FTE). The Northeast laboratory construction is expected to be completed in FY 1990 and the laboratory will become functional in FY 1991. Funding ($1,040,000) provided in FY 1990 permitted the Service to staff the facility and initiate research on fish passage problems, including life history studies of the Northeast and Mid-Atlantic anadromous fishes. It is anticipated that this additional funding will allow for the complete staffing and full operation of the laboratory facility.

Distribution of Change by Object Classification
The object classification detail for the proposed $100,000 increase is as follows:

Salaries	$+ 70,000
Travel and Transportation	+ 15,000
Other Services	+ 15,000
Total	$+100,000

Leetown Laboratory Operations (-$500,000/0 FTE). Funding was provided in FY 1990 permitting the continuation of fish health research and the development of culture and new stock identification techniques in the restoration of striped bass in the Chesapeake Bay and South Atlantic. Increased staffing and completion of a renovated building and pond construction with an emphasis on striped bass was conducted. Completion of the building renovation and pond construction reduces FY 1991 funding requirements. Research on new immunization, spawning and stock identification techniques will continue in 1991 at a reduced level of funding.

Distribution of Change by Object Classification
The object classification detail for the proposed $500,000 decrease is as follows:

Travel and Transportation	$- 35,000
Supplies and Materials	- 50,000
Equipment	- 50,000
Other Services	-365,000
Total	$-500,000

Fisheries Review and Information Transfer (-$250,000/0 FTE). Two related components, Fisheries Review and information transfer activities, disseminate fishery-related findings to users. The fishery review document is a source of bibliographic references. Fishery information transfer includes data compilation; preparing, reviewing and publishing scientific documents; responding to technical information requests; and producing extension products. Automated data bases, commercial bibliographic search capabilities, and technical information have become available through public and private sources. These sources can be effectively accessed by the users of this data, thereby providing an adequate alternative to information dissemination by FWS.

Distribution of Change by Object Classification
The object classification detail for the proposed $250,000 decrease is as follows:

Printing and Reproduction	$-250,000
Total	$-250,000

Connecticut River Basin Survey ($-60,000/0 FTE). The Sunderland Office of Fishery Assistance was established in FY 1988 to conduct surveys and monitor anadromous fish populations and habitat in the Connecticut River Basin, with particular emphasis on Atlantic salmon and American shad. Activities include monitoring migration of Atlantic salmon smolts-using radiotelemetry, salmon habitat inventory and mapping, and a quantitative evaluation of the existing habitat's capability to produce Atlantic salmon smolts from stocked fry. The results of these studies provide the information base necessary to evaluate in-river and down stream migration mortalities and to recommend remedial actions. Information gathered helps to identify existing habitat, and the development of new habitat essential for the production of Atlantic salmon smolts from hatchery stocked fry, and eventually wild smolts from naturally reproducing adults. The information enables management to better determine when fish should be released, which areas to stock, and which strain should be stocked. As a result of this decrease, surveys and monitoring of anadromous fish populations will be reduced, but highest priority habitat assessment work can be accomplished as part of the Fish and Wildlife Assistance program.

Distribution of Changes by Object Classification
The object class detail for the proposed $60,000 decrease is as follows:

Travel	$ - 5,000
Other Services	-49,000
Supplies and Materials	- 4,000
Equipment	- 2,000
Total	$ -60,000

Southeastern Instream Flow (-$300,000/0 FTE). The FY 1989 Appropriations language directed the Service to establish a field office at Auburn University in Alabama and initiate its staffing with a minimum of two professionals to develop instream flow methods for Southeastern warm water streams for fisheries management. The second year of a 13 year study was continued in FY 1990. The instream flow methods when developed for warm water streams and rivers in the Southeast will assist biologists and engineers in determining the appropriate water regulation schedules in reservoirs and downstream water releases below dams and other water control structures in the Southeast, and will have applicability to warm water fisheries management nationwide. This study can be estimated without adversely impacting the resource. The Field Office will be closed in FY 1991 and the two professionals reassigned to other locations in the Service.

Distribution of Changes by Object Classification
The object class detail for the proposed $300,000 decrease is as follows:

Salaries	$- 80,000
Travel and Transportation	-30,000
Other Services	-140,000
Supplies and Materials	- 25,000
Equipment	- 25,000
Total	$-300,000

Northeast Coastal Areas Study (-$150,000/0 FTE). Funding was provided in FY 1990 for the Service to conduct a natural resource inventory of the coastal region of Southern New England and Long Island, NY. The study will identify habitats in need of protection due to their importance for fish and wildlife resources. The final report detailing the results of the study is scheduled for completion in March 1991. An interim report will be submitted to Congress in March 1990. An inventory of the areas delineated can be completed with funds appropriated.

Distribution of Changes by Object Classification
The object class detail for the proposed $150,000 decrease is as follows:

Travel	- 15,000
Other Services	-100,000
Equipment	- 15,000
Supplies and Materials	- 20,000
Total	$- 150,000

North Carolina Striped Bass Study (-$350,000/0 FTE). The Atlantic Striped Bass Conservation Act (Public Law 100-589) instructs the Director of the Fish and Wildlife Service to conduct a study of striped bass in Albemarle Sound and the Roanoke River Basin area of North Carolina and report on the results of the study. The study is the result of the concern over the depleted condition of striped bass resources in the Basin and the need to develop an effective course of action for restoring this important fishery resource. A plan of major study elements has been developed by the Study Management Board which consists of representatives from the Fish and Wildlife Service, National Marine Fisheries Service, U.S. Army Corps of Engineers, and the States of North Carolina and Virginia. FY 1990 funding is being used for the implementation and coordination of the 3-year study. Studies which have been initiated include 1) fishery independent studies; 2) waterflow/regulation; 3) land and water; 4) striped bass larval and feeding studies; and 5) the synthesis of historical data. Highest priority study components will be continued at the reduced funding level.

Distribution of Changes by Object Classification
The object class detail for the proposed $350,000 decrease is as follows:

Travel and Transportation	$- 25,000
Other Services	-300,000
Supplies and Materials	- 25,000
Total	$-350,000

Restoring Anadromous Fish Upper Snake River Basin (-$100,000/0 FTE). Over 50 percent of the original anadromous habitat in Snake River is no longer accessible to anadromous fish because of the Brownlee, Ox Bow and Hell's

Canyon hydroelectric dams on the middle Snake River. Since construction of these middle Snake River dams, a great deal has been learned about fish protection, resource enhancement, and mitigation losses due to dam construction. New information is not available on the behavior of migrating adult smolts. In 1990 the Service will complete the development of habitat suitability criteria and initiate such a survey. Funding for this survey can be reduced, without adversely impacting the resource. Whether passage facilities at the three middle Snake River dams could be improved sufficiently to warrant the expenditure of new fish passage facilities is being determined by the analysis of the status of habitat suitability upstream from Brownlee Dam.

Distribution of Changes by Object Classification
The object class detail for the proposed $100,000 decrease is as follows:

Travel and Transportation	$- 5,000
Other Services	- 53,000
Supplies and Materials	- 2,000
Printing and Reproduction	- 40,000
Total	$-100,000

Yukon River Salmon Studies (-$250,000/2 FTE). Accomplishments to date: Since 1985, the U.S. Fish and Wildlife Service has represented the Department on the Yukon River Salmon Joint Technical Committee to resolve issues regarding the allocation between Canada and the United States of Canadian-origin Yukon River chum and chinook salmon stocks. A major factor in deciding the eventual sharing by each country is knowing what percent of these stocks actually spawn in Canada. Since 1986 the Service has been collecting escapement information to answer that question. Fall chum salmon were enumerated on the Chandalar River with side-scan sonar equipment during 1986 through 1989. Escapements averaged 54,000 fish over 10-fold higher than previous aerial survey estimates. A newly discovered chum salmon spawning run may exist in the South Fork Koyukuk River, although few individual specimens were identified in 1989. In Fiscal Year 1990, a pilot sonar enumeration program was initiated in the South Fork Koyukuk River to better define the size of that run. At least 5 consecutive years of data are needed because chum salmon exhibit a 5-year run cycle.

From 1987 through 1989, 22 chum and 28 chinook salmon stocks were analyzed for genetic composition using electrophoretic techniques. In Fiscal Year 1990, Service researchers expanded their genetic stock identification efforts by increasing stock sample sizes and by adding additional in-river stocks. These additional data, when added to a growing data base, will form the basis for quantifying the runs and harvests by river of origin for allocation purposes.

Distribution of Changes by Object Classification
The object class detail for the proposed decrease is as follows:

Salaries and Benefits	$- 95,000
Travel	- 20,000
Other Services	- 42,000
Supplies and Materials	- 23,000
Equipment	- 70,000
Total	$-250,000

Swan Falls Cooperative Study (-$525,000/4 FTE). Congress directed (P.L. 100-216) development and implementation of fish and wildlife studies on the Snake River, Idaho, to address effects of the Swan Falls Agreement between the State of Idaho and the Idaho Power Company. The main concern to the Department of the Interior caused by this agreement is the effects to wildlife, anadromous fish, resident fish, and riparian habitat of reduced flows at the Swan Falls Dam. On behalf of the Department of the Interior, the Fish and Wildlife Service (Service) negotiated a Joint Agreement Regarding Fish and Wildlife Studies on May 20, 1988, and subsequently has designated and initiated studies of flows needed to protect and enhance fish and wildlife resources of the Snake River and Deer Flat National Wildlife Refuge. A major segment of the studies will be used to substantiate the water rights claim for the Deer Flats NWR located downstream.

The FY 1990 funding is being used to conduct the second year of a three-year effort which is being cost-shared with Idaho Power Company. Funding will be used to initiate instream flow studies, wildlife habitat studies, river profiling to determine the effects to wildlife, anadromous fish, resident fish, and riparian vegetation of reducing water flows at the Swan Falls Dam. A budget decrease will be accommodated in 1991, while project results are being assessed.

Distribution of Changes by Object Classification
The object class detail for the proposed $525,000 decrease is as follows:

Salaries and Benefits	$-160,000
Travel and Transportation	- 20,000
Supplies and Materials	- 25,000
Equipment	- 50,000
Other Services	-310,000
Total	$-525,000

ENDANGERED SPECIES RESEARCH ($6,086,000/76 FTE)

Base Program: In support of the Service's endangered species recovery efforts, research is conducted to develop the tools and techniques to manage listed species more effectively. Research investigations use both Service expertise and contractors to: conduct in-depth studies of individual species or groups of species within a given ecosystem; evaluate habitat and identify limiting factors; and initiate other actions identified in recovery plans as essential to species recovery, such as captive propagation and disease control. Research provides technical and scientific assistance to all aspects of the Service's endangered species

program, through the Office of Scientific Authority and at Service Research and Development Centers involved in the research program.

Research conducts extensive work to develop optimal propagation methods for endangered species, notably the whooping crane, the Mississippi sandhill crane, and the Puerto Rican parrot. Ecological studies are also conducted through field stations in Minnesota (Eastern timber or gray wolf), Hawaii (endangered Hawaiian forest birds), California (southern sea otter), and Florida (West Indian manatee). Research on endangered fish is underway in Nevada and Florida, and research on endangered mussels is being conducted in the Cumberland River, Tennessee. Also, endangered species studies may be conducted by the Cooperative Fish and Wildlife Research Units, providing access to Service and academic specialists throughout the 50 States.

Examples of planned endangered species research efforts for FY 1991 follow:

Species	Estimated Funding	Action
Black-footed ferret	$178,000	Develop release and reintroduction techniques; refine techniques for locating additional ferret colonies; conduct release site and captive-breeding studies.
Hawaiian forest birds	$922,300	Evaluate primary habitat and monitor nesting success relative to population demography, and movement patterns; study predator impacts on nesting birds and food resource availability.
Puerto Rican parrot	$587,800	Investigate breeding biology, maximize production, maintain and increase genetic diversity of the captive flock of Puerto Rican parrots.
Eastern timber (gray) wolf	$390,000	Investigate wolf dispersal characteristics favorable to recolonization, the role of parasites, disease and genetic diversity in limiting wolf populations, and relationships among regulation of wolf pack

		size, member tenure, social interactions, and dispersal.
Southern sea otter	$756,000	Continue to translocate otters to San Nicholas Island; study growth, behavior, and ecosystem changes for translocated population; monitor movements, home range, and territorial behavior of otters in original population.
West Indian manatee	$325,000	Monitor status and population dynamics; determine movement patterns in areas of high concentration in Florida; study food habits; determine areas of significance by using satellite telemetry.
Whooping crane	$1,334,000	Develop optimal method to produce and rear cranes in captivity; develop methods to increase production in captivity; evaluate various release techniques using surrogate sandhill cranes; identify and study mortality factors.
Woodland (Selkirk Mountain) caribou	$147,000	Investigate late winter foraging ecology to address habitat requirements of woodland caribou; evaluate caribou foraging efficiency.

Summary of Funding Shifts Within the Endangered Species Program Element:

- Research on the woodland (Selkirk Mountain) caribou has progressed on schedule. Research and recovery efforts in the Selkirk ecosystem are to a point where lichen surveys, snow surveys, and tree density estimates require field testing to address habitat requirements of woodland caribou. While FY 1990 had been the last planned year for the project, the Selkirk Technical Committee agreed to an extension through FY 1992 to conduct bioenergetic research for evaluation of caribou foraging efficiency in relation to increasing snowpack and stratification of the arboreal lichen biomass within the forest canopy ($147,000).

- **Sufficient data have been collected to validate the feasibility of releasing condors. The California condor research program for FY 1990 will focus on completion of all field work, recapture of the four free-flying Andean condors in the release experiment, and preparation of a final report on condor release protocols. The six Andean condors now being held in the field for release will not be released, but instead will be returned to the zoos that originally provided them for this experimental program. The Southwest Research Station (Ventura, California) of the Patuxent Wildlife Research Center, Laurel, Maryland will be closed during the first quarter of FY 1991 as all planned research has been completed successfully. Resources supporting the California Condor research program ($583,000) will be redirected to research on optimal propagation techniques, gene pool protection, and improved rearing procedures for introduction to the wild for the endangered whooping crane and the endangered Mississippi sandhill crane at the Patuxent Wildlife Research Center, Laurel, Maryland.**

FY 1989 Accomplishments:

The 1989 spring range-wide survey of California sea otters resulted in the highest count since current methods were instituted in 1982 (1574 independent and 290 pups). Studies were continued to determine the interactions between sea otters and near-shore biological communities. Results to date show that the translocated sea otter population at San Nicholas Island has not yet had a measurable influence on the structure or dynamics of nearshore communities at the Island. Major effects of sea otters likely will not be observed until the population becomes established and grows substantially beyond its present size. Thirty-four sea otters were translocated to San Nicholas Island in FY 1989. These, added to the 69 translocated in FY 1987 and 1988, total 103 sea otters reintroduced to the island, although 20 sea otters translocated in FY 1987 and 1988 have successfully returned to the mainland coast.

Studies continued on black-footed ferret ecology, captive breeding (reproductive physiology), genetics, and nutrition. A model for evaluating quality of ferret habitat for reintroductions was completed. The prairie dog complex formerly occupied by ferrets at Meeteetse, Wyoming was re-evaluated using this model as was a large complex of black-tailed prairie dogs in Chihuahua, Mexico. A study was initiated to assess the need for pre-introduction training of black-footed ferrets in hunting, killing, and predator avoidance. The reward for a confirmed black-footed ferret report was raised to $10,000. Numerous ferret sighting reports were received, and searches were done in Colorado, Chihuahua, Alberta, Wyoming, and Utah. Even with the intensive effort to locate additional ferrets to increase genetic diversity in the captive breeding program, no animals have been located.

Brown tree snake populations in Guam remain at high levels, precluding reintroduction of native birds. All evidence points to dense populations of snakes remaining on Guam with localized oscillations of numbers in response to prey abundance. Snake research in Guam involved fieldwork on trap efficacy and the detection of snakes. An evaluation of potential snake prey bases on military use areas on the island of Tinian was completed and incorporated into a plan for future containment activities. A major extension effort involved

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the distribution of a biological report and 20,000 copies of a brochure outlining the snake problem to numerous government agencies, cooperators, and especially the 14 islands judged at risk of receiving the brown tree snake.

The captive flock of Puerto Rican parrots increased from 47 in 1988 to 53 in 1989. All survived the effects of Hurricane Hugo in September 1989. The genetic profile of 11 Puerto Rican parrots, representing the original captive birds collected in the 1970's, showed a high degree of similarity. Further analysis of these data will be completed in 1990. The wild Puerto Rican parrot flock was reduced from 34 to approximately 20 by Hurricane Hugo in September 1989.

A total of seven female Andean condors were released at two experimental sites. Following favorable wind conditions, the birds utilized areas and routes formerly used by wild California condors. The condors' activities generally centered around their selected roosts. A new, efficient method for taking behavioral data was developed using a computerized bar code reading device. The application of the system to telemetry data was under development. A portable solar-powered time lapse video system was developed to monitor condor foraging at established feeding sites.

Arrangements were finalized with the International Crane Foundation to establish a second captive flock of whooping cranes at its facilities in Baraboo, Wisconsin. Approximately 22 cranes split from the whooping crane flock at the Patuxent Wildlife Research Center, Laurel, Maryland, were scheduled for shipment to Baraboo beginning in November 1989. The decision to divide the flock at Patuxent was made to protect it from an epidemic or other disaster. Research continued to further reduce imprinting on humans during hand-rearing of whooping crane and Mississippi sandhill crane chicks. Investigation of the relative effectiveness of parent-rearing and hand-rearing of crane chicks for release to the wild continued. A study was initiated to test the release of chicks produced by these two rearing methods which will serve as a model for the establishment of a nonmigratory whooping crane population. Approximately 30 Mississippi sandhill crane chicks were being reared for release at the Mississippi Sandhill Crane Refuge in the fall of 1989 to assess survival and social behavior of hand-reared and parent-reared cranes.

Radiotelemetry studies of manatees on the east coast of Florida and Georgia continued. Seventeen manatees were tracked during FY 1989, eight of which were monitored by satellite. Manatee seasonal migrations and within season movements on the east coast of Florida and Georgia were extensive and complex. Information on use of key areas was being used as soon as it was developed by management agencies in planning permitting policies, habitat acquisition, and regulation of waterborne activities.

Analysis of data collected from 405 Eastern timber (gray) wolves captured over a 20-year period identified 68 dispersers. Preliminary results from investigations into the role of disease in fragmented wolf populations indicated that the Superior National Forest population of wolves was adjusting to canine parvovirus but Lyme disease may now be a problem. Cooperative efforts with Wisconsin, Isle Royale, and Montana wolf investigators indicated that either or both of these diseases may be significant. Comparison with the

much larger Superior National Forest population will be invaluable in determining the role of these factors in recovering wolves.

FY 1990 Activities:

The following activities are highlights of work emphasis for FY 1990: Endangered Hawaiian forest birds research components include studies of population dynamics, movement patterns, and nesting success of the endangered palila, surveys of birds in the Hamakua Forest study area, predator impacts, and food resource availability. Research on factors limiting enhanced recovery of the Eastern timber (gray) wolf continues with investigations of wolf dispersal characteristics favorable to recolonization, the role of parasites, diseases and genetic diversity in limiting wolf populations, and the relationships among regulation of wolf pack size, member tenure, social interactions, and dispersal. Research on Puerto Rican parrots will focus on maximizing production of the captive flock, improving the production of young parrots acceptable for reintroduction into the wild and maintaining and increasing the genetic diversity of the captive flock. The California condor research program will continue through September 1990 to collect sufficient data to validate the feasibility of releasing condors in California. A final report on condor release protocols will be prepared. Whooping crane research will focus on the effect that nutrition and disease have on the production of cranes and the effect that various production and rearing methods have on the success of reintroduced cranes. Such methods as raising chicks by live cranes, by puppet cranes, or humans will be studied. Research to promote recovery of desert fishes and freshwater mussels will continue in FY 1990. Research on the California sea otter will continue to focus on determining their impact on shellfish populations and on testing translocation techniques as a management tool. Radiotelemetry studies of manatees on the east coast of Florida and Georgia will continue.

FY 1991 Proposed Activities:

The following activities are highlights of major research efforts proposed for FY 1991.

Research to determine factors limiting the distribution and abundance of selected endangered birds of Hawaii will continue, as will research to maximize production of captive Puerto Rican parrots. Research on the Eastern timber (gray) wolf will focus on factors limiting enhanced recovery. Whooping crane research will emphasize the study of diseases in captive cranes, refining the artificial incubation regime, and the development of techniques for the consistent production of quality whooping crane and Mississippi sandhill crane offspring for reintroduction into the wild. Studies to determine basic life history requirements and distribution of endangered desert fishes will continue in FY 1991 as will research to identify habitat factors that limit the recovery of fresh water mussels in the Cumberland River system. Research on the translocation of southern sea otters will continue as will radiotelemetry studies of manatees on the east coast of Florida and Georgia.

Workload Analysis:

Major endangered species research workload factors are shown in the following table. Planned changes are primarily due to studies ending and resources being allocated to support full funding of existing higher priority research already underway.

	FY 1989	FY 1990	FY 1991
Studies Supporting Recovery Plan Implementation	24	18	15
Captive Stock Development Studies	11	8	8
Health and Contaminants Studies	5	3	2

Proposed Law: America the Beautiful
Changes to Current Law Resulting
from the Proposed Legislation

Increase from 1990 Current Law

(Dollars in thousands)

		1991 Current Law	1991 Proposed Law	Difference
Endangered Species Research	$	6,044	6,086	+42
	(FTE)	(76)	(76)	(0)

The proposed change to current law of $42,000 is composed of base changes.

RESEARCH CENTER MAINTENANCE ($3,980,000/0 FTE)

Base Program: The Service has a capital investment that is estimated to be over $200,000,000 in major fish and wildlife research facilities with a fundamental responsibility to protect and maintain these assets to carry out its mission.

Maintenance costs include cyclical maintenance and minor rehabilitation projects necessary to sustain the useful life of facilities and major equipment in order to prevent the need for premature replacement. Centers will be maintained and rehabilitated to comply with acceptable health and safety standards, and maintenance will be focused on the most critical projects to prevent deterioration of facilities.

FY 1989 Accomplishments: In FY 1989, $521,000 was reprogrammed from Research Center Maintenance to Fish and Wildlife Service pay and fixed costs. The remaining $1,100,000 FY 1989 funding was used for highest priority maintenance needs, including: fire damage repairs at the Patuxent Wildlife Research Center; installation of a fire suppression system at the National Fisheries Contaminant Research Center-Columbia; vessel maintenance at the National

Fisheries Research Center-Great Lakes; repair of faulty water control structures at the Patuxent Wildlife Research Center; and stopgap roof repairs at the National Wildlife Health Research Center.

FY 1990 Activities: Research Center Maintenance funds for FY 1990 totalling $3,985,000 are being used on the highest priority maintenance needs in accordance with the Service's Maintenance Management System, including: replacement and monitoring of underground storage tanks; replacement/rehabilitation of fume hoods; drain lines; security fencing; electric phase guards at the National Fisheries Research Center-Leetown; retrofit of the computerized monitoring system at the National Fisheries Research Center-LaCrosse; and other backlogged rehabilitation projects.

FY 1991 Proposed Activities: Research Center facilities will be maintained and rehabilitated based on the most critical projects to preclude recurrence of safety and health hazards and prevent major deterioration of facilities. The Service will select projects, from the Service's Maintenance Management System, which is designed to identify and classify maintenance needs of buildings, grounds, and equipment. The Research Center maintenance deficiencies backlog has been documented at $23 million. High priority backlogged needs include: replacement or monitoring for underground storage tanks as mandated by EPA, fume hood replacement, roof repairs, rebuilding raceways at Fishery Research Centers, replacement of flight pens to meet new animal welfare requirements; residing and insulation of metal buildings; and replacement of obsolete, inadequate scientific equipment.

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: Research and Development
Subactivity: Technical Development

(Dollar Amounts in Thousands)

Program Element	FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) From Base
Technical	6,789	6,687	7,367	10,682	+3,315
Development (FTE-T)	127	127	131	133	+2
Total ($)	6,789	6,687	7,367	10,682	+3,315
(FTE-T)	127	127	131	133	+2

PROPOSED LAW:

		Inc/Dec Current Law
America the Beautiful	$	[1,592] [-200]
	(FTE)	[(-4)] [(-4)]

Impact of Public Law 99-177

	FY 1990 Enacted To Date	P.L. 99-177 Reduction	Other Adjusted.	FY 1990 Adjusted Approp.
Technical Development	6,769	-88	+6	6,687

Summary of Sequester Impact: As a result of the $88,000 Public Law 99-177 reduction, the Fish and Wildlife Service will reduce lower priority work efforts dealing with technology transfer. Training activities will be reduced from a level of 1218 people trained in 1989 to 600 in 1990.

Adjustment for 1989 pay reprogramming (approved April 26, 1989), $-26,000; space reallocation, $+39,000; proposed reprogramming for pay raise effective January, 1990, $-7,000.

Objectives:

1. To develop tools, methods, and technologies to improve the collection, storage, analysis, and display of ecological information for use in writing fish and wildlife impact assessments, and in developing mitigation plans as well as fish and wildlife enhancement plans related to the mitigation project.

2. To develop, synthesize, and transfer ecological information that can be used to address fish and wildlife habitat and resource issues

of national and regional importance in an effort to help field personnel mitigate effects of development on those resources.

3. To refine and maintain information management systems for and provide technical assistance to Service, Federal, state, and private users for use in resource impact assessments and mitigation planning.

Base Program: The Technical Development subactivity provides the capability to develop scientifically based methodologies to quantify fish and wildlife resource impacts resulting from changing land and water uses. This subactivity also emphasizes the transfer of methods and technologies for direct operational use and provides for technical assistance, and applications required for successful technology transfer. Functions needed to successfully accomplish the program's objectives span the entire continuum of research and development from new initiatives dealing with global climate change to data generation through information synthesis and technology transfer, to technical assistance. The primary users of the methodologies developed are the U.S. Fish and Wildlife Service, U.S. Army Corp of Engineers, Bureau of Reclamation, Soil Conservation Service, Federal Energy Regulatory Commission, Department of Agriculture, state fish and wildlife agencies, and private consultants. Primary benefactors within the Service are intended to be the Ecological Services subactivity in field offices under the Fish and Wildlife Enhancement activity.

The major work categories of Technical Development are Methods Research and Development and Technology Transfer. The description of the work categories, accomplishments, and planned activities follow:

Methods Research and Development ($6,074,000/103 FTE): This work category provides for the design and construction of new methodologies and technologies to gather, analyze, display, and evaluate data to determine the effects of development and to quantify compensation needed to offset the adverse effects of development on fish and wildlife and their habitats. The purpose of these methodologies and technologies is to improve decision-making concerning resource trade-offs by increasing the scientific accuracy of quantifying the effects of socioeconomic development on fish and wildlife resources and their habitats.

New methods are developed and existing ones adapted to assist managers in Service field offices in meeting their goals and objectives. Methods are being developed to: (1) address instream flow needs of fish and wildlife; (2) model habitat suitability for fish and wildlife; (3) determine factors of wetlands loss; (4) generate fish and wildlife management prescriptions and compare costs of various management options; (5) restore altered wetlands for fish and wildlife; (6) predict long-term changes in habitats associated with development options; and (7) analyze spatial data and remotely sensed habitat conditions.

FY 1989 Accomplishments: During this fiscal year, significant progress was made in digitization and habitat mapping. Color habitat maps were produced for San Francisco Bay, coastal Louisiana, selected barrier islands and the Mississippi River Delta. Photointerpretation of Louisiana coastal wetlands was begun. The development of remote sensing methods was initiated to

inventory and monitor wetlands and identify chronically stressed areas through detection of changes in vegetation color. The impact of flood control structures on Terrebonne Parish, Louisiana in marshes was assessed. A GIS-based correlative study of the association between high discharge of oil field produced water and wetland loss rates was initiated. An expert system was completed for following procedural regulations of Section 7 of the Endangered Species Act. In addition, a moist soil system was redesigned and will be tested this year in several Regions. Studies were initiated to evaluate the mitigative value of revegetation efforts to compensate for habitat loss in the arid southwest. Improvements were made in Habitat Suitability Index (HSI) models for moose, marten and the Food Security Act of 1985 version of the cottontail rabbit model while validation continued for black bear, black-capped chickadee, piping plover, sharp-tailed grouse and snapping turtle. Habitat Management Evaluation Method (HMEM) manuals were distributed and activity models and project data developed for HMEM application in assisting the North American Waterfowl Plan in developing species management plans. The Mitigation/Negotiation Model/Development Project continued. Economic impact studies were planned relating Food Security Act activities to rural community development. IFIM computer programs were converted for IBM-compatible PC use and the PHABSIM (Physical Habitat Simulation) reference manual was completed. To initiate Instream Flow (ISF) Methods development in southeast warm water streams the Service established a field station at Auburn University in Alabama and initiated staffing with two professionals as directed by Congress. Instream flow methods development for cool water streams in the Northeastern United States was initiated by working on the validation of a Habitat Suitability Curve for smallmouth bass.

FY 1990 Activities: Most of the above-mentioned activities will continue this year. Methods will be refined HEP, HMEM and Mitigation/Negotiation Method. The Moist Soil Management System will be refined through application in several Regions. Habitat suitability criteria will be further developed for smallmouth bass; riparian zone revegetation efforts will continue to be evaluated; and development of instream flow methods for warmwater streams in the southeast will continue as well as work on the feasibility of restoring anadromous fish to the middle fork of the Snake River.

FY 1991 Proposed Activities: The above base activities will continue, with the exception of feasibility studies to restore anadromous fish runs in middle work of the Snake River and studies related to the development of Instream Flow methods for warm water streams fisheries management in the Southeast United States. These activities will stop. A new initiative on the effects of Global Climatic Warming is proposed. If funded, it will initiate studies that address changes in wetland dynamics due to global climate change, monitor impacts on aquatic and terrestrial vertebrate populations as a result of sea level rise and improve data collection and statistical analyses related to global change.

Technology Transfer ($1,293,000/28 FTE): This work category provides for the analysis of biological information and application of analytical techniques to support special projects in field offices that are funded within the Ecological Services subactivity of the Fish and Wildlife Service. To implement methodologies developed by this subactivity, it is necessary to provide technical assistance to these field operations. Centralized applications of some methodologies are necessary where it is not cost

effective to maintain a technology and supporting hardware at separate field or regional offices. In addition to these field facilities, support was provided to other Federal agencies and the State on a cost-reimbursable basis. This category also provides for the dissemination of biological information and analytical tools. Other products of this work category are publications and reports that synthesize existing information or provide direction on technology that emerges from the Methods Research and Development work category.

FY 1989 Accomplishments: During this fiscal year, the PHABSIM reference manual was completed; a user's guide for "Airborne Videography and Image Analysis" was completed; 13 HEP courses were taught: 15 instream flow courses were given: HSI/HEP software was updated; 29 species profiles and 7 community profiles were published; the Mitigation/Negotiation Methodology was tested; and an expert system for botulism was tested on the Sacramento National Wildlife Refuge.

FY 1990 Activities: The Service will revise the Mitigation/Negotiation Method software based on FY 1989 testing results: a data dictionary will be developed for avian cholera; the HEP course will be revised; 10 species profiles will be published for completion of the series; 10 community profiles will be published; and the completed videodisc on sampling design will be tested and evaluated.

FY 1991 Proposed Activities: Two more prototype videodisc training modules will be produced and HEP, HSI and other models will continue to be computer converted for operations-level application. Technical assistance will increase in areas of instream flow, HEP, HMEM, Environmental Law, expert witness preparation etc. Emphasis will remain on production and distribution of biological reports dealing with impact assessment methodologies.

Workload Analysis:

Major Technical Development workload factors are shown in the following table:

	FY 1989 (Actual)	FY 1990	FY 1991
Relative emphasis of activities (% of total)			
Methods & Technology Development	50	69	74
Applications & Technical Assistance	45	0	0
Information Transfer & Management	5	0	0
Technology Transfer	0	31	26
Cumulative Impact Prototype Projects	4-5	0	0
Technical Assistance Requests	3247	3384	4300 3/
People Trained	1218	600	50
Publications	325	337	290
Geographic Information System:			
Acres mapped	47,600,000	1/40,000,000	45,000,000 2/
Acres of natural resource thematic data digitized	47,600,000	1/40,000,000	45,000,000 2/
Wetland Research Sites	9	10	10

1/ The actual acreage figure for FY 1989 is substantially lower than previously estimated due to a reduction in cost-reimbursable projects.

2/ A conservative increase from FY 1990 to FY 1991 is based on two new project commitments (1) a pilot project for Region 3's (the Great Lakes Region) Environmental Management Technical Center on the Mississippi River; and (2) the remainder of Charles M. Russell NWR; and (3) digital data bases for the North American Waterfowl Management Plan.

3/ Technical Assistance requests will increase with the phase down of training.

Increases/Decreases from FY 1991 Base

(Dollars in Thousands)

	1991 Base $000/FTE-T	1991 Estimate $000/FTE-T	Change
Biological Diversity on Preserves	300/0	0/0	-300/0
Global Climate Change	0/0	2,900/2	+2,900/2
Global Climate Change Studies	0/0	730/0	+730/0
Total	300/0	3,630/2	+3,330/2

Biological Diversity (- $300,000/0 FTE). In FY 1991 the Service will discontinue work begun in FY 1989, to develop and test a prototype biological diversity inventory and assessment. Funding in the past has allowed the completion of a prototype system to assess and map biological diversity and a field test in the Pacific Northwest. In FY 1990 the results will be documented and protocols for the methodology published so that they can be applied consistently nationwide.

Distribution of Change by Object Classification

The object classification detail for the proposed $300,000 decrease is as follows:

Other Services	-$300,000
Total	-$300,000

Global Climate Change (+$2,900,000/+2 FTE). As the primary Federal agency responsible for terrestrial and aquatic living resources, as well as a major Federal land manager, the Service has significant reasons for concern about impacts of global climate change. Possible changes in precipitation, temperature, salinity patterns, and sea-level, would alter habitats and fish and wildlife populations, starting with major impacts on coastal estuarine communities and habitats. Some historical communities may be lost and other new communities created. The Service proposes to augment existing activities in coastal and estuarine resources of Federal significance by a combination of management-related research efforts focused on expected climate change impacts in three areas: (i) an assessment of likely impacts of climate change on species and habitats, focusing first in estuarine ecosystems, (ii) improved monitoring techniques which better assess

ecosystems, (ii) improved monitoring techniques which better assess populations, habitats, diversity and their rate of change over time in these areas, and (iii) studies to both understand and predict the effect of sea-level rise on coastal wetland systems. Research efforts will test fundamental assumptions regarding wetland quality and loss; will increase capabilities to monitor migratory birds, fish stocks, endangered species and wetlands with statistical indicators of change; and will result in improved predictive abilities for climate change impacts on fish, wildlife, and their habitats. These techniques and information generated can be used to respond to habitat and population issues of high priority Federal concern that focus on living resources, water quality, and public awareness in coordination with other agencies and private groups. Proposed Service activities relate to high priority needs and address specific weaknesses as defined by the Committee on Earth Sciences. They are focused on species and ecosystems most likely to be affected by climate change--that is coastal estuarine communities.

Distribution of Change by Object Classification
The object classification detail for the proposed $2,900,000 increase is as follows:

Salaries and Benefits	80,000
Other Services	1,970,000
Supplies and Equipment	850,000
Total	+2,900,000

Global Climate Change Studies (+$730,000/0 FTE). In support of the Administration's efforts to address global climate change, funding is requested for a series of studies to examine the social, environmental, and economic consequences of global change, and of any actions dealing with such change, as related to Interior decisions and policies for the land and resources for which it has stewardship responsibility. This funding will assist the Department in developing methodologies to estimate these social, economic and environmental consequences by developing both a data base and models relating such consequences to global change.

Distribution of Change by Object Classification
The object classification detail for the proposed $730,000 increase is as follows:

Other Services	730,000
Total	+730,000

Proposed Law: America the Beautiful
Changes to Current Law Resulting from the Proposed Legislation

Increase from 1990 Current Law

(Dollars in thousands)

		1991 Current Law	1991 Proposed Law	Difference
Technical Development	$	1,777	1,592	-185
	(FTE)	(20)	(16)	(-4)

The proposed change to current law of $185,000 is composed of $40,000 in base changes and program changes including the following:

Louisiana Coastal Wetland Loss Study (-$200,000/-4 FTE). In FY 1990, research on baseline data collation and landscape modeling was continued, while work on the development of coastal wetland restoration and management methods was initiated. As a result of this reduction, research on wetland restoration and management will be discontinued. Four ongoing studies will continue: 1. Reinventory, Mapping, Digitizing; 2. Landscape Modeling; 3. Plant Stress; and 4. Contaminants. The study on Marsh Management will be discontinued. Louisiana coastal wetlands status and trends, plant stress methods development, the ecological spatial model development, the GIS data base development, contaminants effects studies on oil and gas produced waters and information transfer will continue on schedule. America the Beautiful includes funding increases for the wetlands program that, as a whole, will substantially expand wetlands conservation.

Distribution of Changes by Object Classification
The object classification detail for the proposed $200,000 decrease is as follows:

Salaries and Benefits	$ -200,000
Total	$ -200,000

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: Research and Development
Subactivity: Cooperative Research Units

(Dollar Amounts in Thousands)

CURRENT LAW:

		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) From Base
Cooperative Research Units	($)	6,500	6,465	6,536	7,186	+650
	(FTE)	(116)	(116)	(116)	(116)	(0)
Total	($)	6,500	6,465	6,536	7,186	+650
	(FTE)	(116)	(116)	(116)	(116)	(0)

PROPOSED LAW:
America the Beautiful

Inc/Dec Current Law

Impact of P.L. 99-177

	FY 1990 Enacted To Date	P.L. 99-177 Reduction	Other Adjusted	FY 1990 Adjusted Approp.
Cooperative Units	6,500	-85	+50	6,465

Summary of Sequester Impact: As a result of the $85,000 P.L. 101-177 reduction, operational funding to Cooperative Research Units used to pay for routine supplies, and equipment and to meet emergencies, such as vehicle breakdowns will be reduced. Operational support to Units has been approximately $9,000 per combined Unit per year.

Adjustment for 1989 Pay Reprogramming (April 26, 1989), $+20,000; space reallocation, $+37,000; and proposed reprogramming for pay raise effective January, 1990, $-7,000.

Objectives: The FY 1991 objectives of the Cooperative Research Units are to:

1. Conduct research to provide information that can be utilized to solve high priority fish and wildlife resource problems of concern to the Service, other Federal and state agencies, and universities, with emphasis on problems of national, regional, and/or state significance.

2. Transfer scientific information and provide technical assistance on natural resource management to professional biologists and managers, and to the public.

3. Provide graduate education for natural resource biologists in fisheries, wildlife and related disciplines for employment as researchers and managers of fish and wildlife resources.

Base Program: The Cooperative Research Units subactivity provides a program supporting a state-Federal-academic partnership in research and education for the management of natural resources. The partners share in supporting the Unit and managing its direction. The program provides salary for three Federal employees at at least one state University in 36 states. The university provides faculty status, administrative support, and overhead expenses to the Federal employees, and the state fish and wildlife management agency provides limited operational support. As virtually the entire Service Unit budget is for salaries of these Federal employees and a small reserve for routine operational expenses, the Units depend on contributions from the Service and other Federal agencies, state agencies, the university, and the private sector to conduct research. Because the Unit's activities benefit each cooperator and each cooperator only partially funds the effort, each cooperator benefits to a greater extent than its contribution.

The Unit Program provides the natural resources management community with a high quality scientific basis for making management decisions, and with highly trained professionals to implement them. The strength of the Cooperative Research Units relies on the unique cooperation among the Federal and state governments and academia; on the diversity of scientific expertise available among the Federal employees and other cooperators; and on the geographic distribution of the Units. The cooperative arrangement allows the Federal Government to have access, through the university, to all expertise on the university staff for the purpose of conducting research and solving resource management problems. It provides university facilities to the Federal Government for research and for access to the most capable students. The arrangement provides Federal access to state natural resource management agency expertise, funding, and equipment, and ensures a commitment from the state agency that problems researched through the Unit are high priority management issues. The agreement provides the university and the state with access to Federal personnel and funding to address management issues which neither do alone. The dispersed locations of the Cooperative Units makes possible research and educational capabilities for virtually every type of North American ecological community or system. Moreover, Units cooperate on issues of shared interest, thus allowing work on problems transcending state and regional boundaries, such as management of major river systems.

In FY 1991, the Service will operate 40 Cooperative Research Units at 38 universities in 36 States. Unit locations in FY 1991 will include:

Alabama	- Auburn University
Alaska	- University of Alaska (1 Fishery and 1 Wildlife Unit)
Arizona	- University of Arizona
Arkansas	- University of Arkansas, Fayetteville

California	- Humboldt State University (Fishery Unit only)
Colorado	- Colorado State University
Florida	- University of Florida
Georgia	- University of Georgia
Hawaii	- University of Hawaii (Fishery Unit only)
Idaho	- University of Idaho
Iowa	- Iowa State University
Louisiana	- Louisiana State University
Maine	- University of Maine
Massachusetts	- University of Massachusetts
Minnesota	- University of Minnesota
Mississippi	- Mississippi State University
Missouri	- University of Missouri
Montana	- Montana State University (Fishery Unit)
	- University of Montana (Wildlife Unit)
New Mexico	- New Mexico State University
New York	- Cornell University
North Carolina	- North Carolina State University
Ohio	- Ohio State University
Oklahoma	- Oklahoma State University
Oregon	- Oregon State University (1 Fishery and 1 Wildlife Unit)
Pennsylvania	- Pennsylvania State University
South Carolina	- Clemson University
South Dakota	- South Dakota State University
Tennessee	- Tennessee Technological University (Fishery Unit only)
Texas	- Texas Technological University
Utah	- Utah State University
Vermont	- University of Vermont
Virginia	- Virginia Polytechnic Institute and State University
Washington	- University of Washington
West Virginia	- West Virginia University
Wisconsin	- University of Wisconsin, Stevens Point (Fishery Unit)
	- University of Wisconsin, Madison (Wildlife Unit)
Wyoming	- University of Wyoming

FY 1989 Accomplishments: In FY 1989, Congress provided an additional $500,000 to the Cooperative Research Units, of which $300,000 was to support existing Units and $200,000 was for a new Unit to be established in the first state to present a fully coordinated request. Vermont was the first state to develop a fully coordinated proposal and request a new Unit, and a new cooperative agreement was completed to establish the Vermont Unit in June, 1989.

By the end of FY 1989, the Service had hired the Unit Leader for the Washington Unit that was expanded to a Fishery and Wildlife Unit in FY 1988. Assistant Unit Leaders-Wildlife were hired during FY 1989 for newly established (FY 88) Units in Minnesota, North Carolina and South Carolina and the Assistant Unit Leader-Fisheries was hired at Texas. At the end of the year recruitment was underway for the Unit Leader at Vermont, the Assistant Unit Leader-Wildlife at New Mexico and for vacancies at existing Units in Mississippi, Oklahoma and New York.

As planned, Cooperative Units research in FY 1989 continued its focus on waterfowl wintering and breeding ground studies, environmental impacts of development projects, endangered species projects, anadromous fish studies,

and contaminant issues. In addition, it continued studies to investigate biodiversity at the genetic, species, and habitat levels and their potential use in resource management. Of a total of 821 research projects, 200 studies were completed and 210 new ones were begun in FY 1989.

Highlights of FY 1989 Cooperative Units research include:

o A model developed from historical weather and harvest data, explains 85% to 95% of the variation for fall flight estimates for Canada geese in the Mississippi Flyway. Predictions from the model have been incorporated into fall flight forecasts and regulatory development processes of the Fish and Wildlife Service.

o Canada goose population levels in the Flathead Valley, Montana have significantly increased over the population levels of the 1950s. Studies attribute this to the provision of artificial nest sites for geese that are secure from mammalian predation.

o Canvasback ducks wintering on Catahoula Lake, Louisiana have shifted their diurnal distribution to deepwater areas unsuitable for feeding; nocturnal feeding habits have developed in which large shallow, chufa flatsedge areas are utilized. These traditional shooting areas are heavily contaminated with lead shot in the lake bottom soils causing the canvasbacks to encounter lead shot more readily than before.

o Artificial photoperiods promoted early sexual maturation in the steppe polecat. The reproductive cycle of this animal closely resembles that of the black-footed ferret. This information will be evaluated for use in the black-footed ferret breeding program.

o Insect harassment of caribou significantly affects herd movement patterns and thus is a factor in delineation of potential calving areas. Strength of air currents, resulting from topographical relief and proximity to the ocean, are most significant. This finding helps define the optimal areas for caribou calving grounds on the North Slope of Alaska.

o Significant negative effects of visitor/wildlife interactions were found on the "Ding" Darling National Wildlife Refuge. Wading bird nesting success was negatively impacted and the harassment of loafing waterfowl by visitors was sufficient to cause significant changes in the behavior patterns of these birds.

o DNA fingerprinting has proved useful in identifying separate stocks of some avian species and helped to determine the status of these stocks with regard to verification or delineation of the limits of populations and the effects of genetic isolation. This information is helpful in determining the historical basis for various populations to determine whether or not endangered status would be warranted.

o Placer mining effluents were found to be significant in reducing summer feeding habitat for Arctic grayling. Arctic grayling avoided water with significant placer mining induced turbidities. The food supply for grayling was reduced by 90% in areas where turbidity levels were still acceptable to grayling for habitation.

o Organochlorine contamination from past use on cotton persists in soil sediments, raccoons, three trophic levels of fishes, water snakes, cottonmouth moccasins, alligators, and the tissues of wood ducks and their eggs collected on Yazoo National Wildlife Refuge. Residues significantly reduce recruitment in wood ducks.

o Airborne emissions from forest fires in the high mountain areas of Montana are important in the redistribution of nutrients into alpine lakes. Inorganic nitrogen and phosphorus contained in flash and snow melt runoff stimulate algal growth and high levels of phytoplankton production. Forest fires are important contributors to the biological productivity of these high elevation lakes.

o Striped bass reproduction declined to near zero in the decade following installation of a tide gate in the estuary at the Savannah River, Georgia harbor area. Salinity intrusion and altered channel configuration appeared to be the causes.

o Macrophages responsible for salmonid natural immunity to the diseases IHN and BKD were isolated and cultured in vitro. These cells demonstrated bacteriocidal activity against Yersina ruckeri. Erythromycin was found effective in control of BKD and the attrition rate from dosing was found to be relatively rapid.

o Computer supported Geographic Information Systems were developed and used to manage resources on the Lower Suwannee National Wildlife Refuge, Florida, and pheasant populations in Iowa.

o Surveys of hunters in Idaho and fishermen in Mississippi concluded that opportunity for a quality recreational experience in a high quality natural environment was more important than the actual harvest of game or fish.

o The Service completed initial development of its gap analysis method for assessment of biological diversity, and field tested it in Idaho. Although interpretation is not yet complete, preliminary findings showed that only 9 of 23 vegetation communities were protected in an area of over 50% Federal ownership. Additional tests are presently being applied to assess protection of species richness and the full range of natural communities within the state. A second test of the prototype was initiated in Oregon.

FY 1990 Activities: In FY 1990, the separate Massachusetts Fishery and Wildlife Units will be combined into the Massachusetts Cooperative Fish and Wildlife Research Unit. This will result in reduced administrative costs for the Unit. It represents one less field station in the field station list, but constitutes a consolidation, not a closure, of 2 colocated field stations.

In response to the FY 1990 Congressional increase of $666,000 the Service will continue to fill the backlog of vacancies created by the formation of seven new and two expanded Units as directed by Congress during the past four years. By the end of the year, the Service is expected to have all vacancies filled at Massachusetts. Vacancies will remain at ten units: Minnesota, Mississippi, New Mexico, New York, North Carolina, Oklahoma, South Carolina, Texas, Vermont, and Washington.

Cooperative Units research in FY 1990 will continue on approximately 900 research projects funded by Cooperators, other agencies, and other sources. These studies will investigate six major themes: waterfowl; nongame fish and wildlife; endangered species; anadromous fish; contaminants; and the role of biological diversity and genetics in the management of fish and wildlife resources. The Cooperative Units will foster the development of new ecosystem approaches to the management of fisheries on major river systems. Studies on species and genetic diversity will continue to be emphasized as problems in these areas are increasingly recognized, and as resource managers seek the sophisticated tools necessary to address genetic and other constraints to healthful populations. A project to determine the information necessary to register erythromycin for the treatment of the fish diseases BKD and IHN usage will be undertaken.

Research will continue to find ways to minimize exposure of canvasback ducks to lead shot in Catahoula Lake, Louisiana. In addition, the FY 1990 Congressional biodiversity add of $300,000 will be used to expand testing of the gap analysis methodology into new, different ecoregions.

FY 1991 Proposed Activities: Cooperative Units research in FY 1991 will continue to focus on waterfowl, nongame fish and wildlife, endangered species, anadromous fish, contaminants, and biological diversity. This focus is of priority because of the continued legal responsibilities and natural resource management problems in these areas.

Workload Analysis: The following workload factors are related to the program output of the Cooperative Units in FY 1991.

	FY 1989	FY 1990	FY 1991
Research projects	821	900	925
Training sessions, symposia, and workshops, etc.	113	100	103
Degrees granted	110	112	115
Minorities enrolled	53	55	57
Scientific publications	287	290	300
Full-time graduate and postdoctoral students	700	715	720

Increase/Decreases from 1991 Base

	1991 Base $000/FTE-T	1991 Estimate $000/FTE-T	Change
Cooperative Research Units	6,536/116	7,186/116	+650/0

Cooperative Research Units (+$650,000/0 FTEs). Since 1986, Congress has directed the Service to open 7 new combined Cooperative Fish and Wildlife Units, expand 2 Fishery Units to combined Units, and to fill 8 vacant positions at existing Units kept vacant for lack of funding. This has resulted in the creation of an additional 32 positions with an increased salary cost of $2,100,000 at the fully operational level. The Congressional increase provided in 1990 enabled the Service to fill 6 vacancies. There are

14 remaining vacancies. The FY 1991 funding will allow 5 of these vacancies to be filled leaving 5 vacancies at existing combined units and 4 vacancies at single discipline Fish or Wildlife Units. The FY 1991 proposed funding for existing Units will restore the Unit operational funding for existing Units, and will allow filling the remaining 10 vacancies, excluding 4 vacancies at single discipline Fish or Wildlife Units, which is the Service's policy toward states with Units that have not combined.

Distribution of Change by Object Classification

The object classification detail for the proposed $650,000 increase is as follows:

Other Services	$525,000
Supplies, Equipment, and Travel	125,000
Total	$650,000

Justification of Program and Performance

Activity: General Administration

(Dollar Amounts in Thousands)

Subactivity		FY 1990 Enacted to Date	FY 1990 Adjusted Appropr.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
Central Office Administration	($)	14,495	14,989	15,295	14,805	-490
	(FTE)	(262)	(262)	(262)	(262)	(0)
Regional Office Administration	($)	13,342	13,262	15,623	15,623	0
	(FTE)	(254)	(254)	(254)	(254)	(0)
Servicewide Admin. Support	($)	26,772	26,426	29,484	29,484	0
	(FTE)	(0)	(0)	(0)	(0)	(0)
Engineering Services	($)	3,583	3,580	3,623	4,033	+400
	(FTE)	(79)	(79)	(79)	(86)	(+7)
Total Requested	($)	58,192	58,257	64,035	63,945	-90
	(FTE/T)	(595)	(595)	(595)	(602)	(+7)
Funding from Other Sources	($)	9,155	8,945	9,155	9,563	+408

This funding reflects estimated costs related to centralized administrative support services for reimbursable and permanently appropriated activities.

Impact of Public Law 99-177

(Dollars in thousands)

	1990 Enacted to date	P.L.99-177 Reduction	Other Adjustments	1990 Adjusted Approp.
General Administration	58,192	-758	+823	58,257

The impact of funding reductions imposed by Public Law 99-177 will be to force delays and cancellations of planned operational activities throughout the General Administration program areas. Reductions will, of course, only be possible in activities that are not controlled by fixed costs. The first phase will be to reduce or cancel planned travel, training, and purchases of supplies and equipment. Additionally, to the extent necessary, there will have to be postponement or elimination of

plans for a number of promotions and incentive awards, as well as delays in filling vacancies.

Authorization: 16 U.S.C. 724a-742j, Fish and Wildlife Act of 1956, as amended. The Act establishes a comprehensive national fish and wildlife policy. It authorizes the Secretary of the Interior to take steps "required for the development, management, advancement, conservation, and protection of existing facilities, and other means," and to "conduct continuing investigations, prepare and disseminate information, and make periodical reports to the public, to the President, and to Congress."

Authorization: 16 U.S.C. 3701 et. seq., National Fish and Wildlife Foundation Establishment Act. Enacted in 1984, the Act established a federally chartered, nonprofit corporation to encourage and administer donations of property, for the benefit of the U.S. Fish and Wildlife Service programs and other activities aimed at the conservation of fish, wildlife, and plant resources.

Subactivity: CENTRAL OFFICE ADMINISTRATION: FY 1991 - $15,295,000/262 FTE

Program Objectives:

- To establish and maintain a line/staff management structure and process that will facilitate effective and efficient operations and be responsive to new or changing demands placed on the Service.

- To direct, formulate, and administer broad nationwide administrative operations.

- To assure that legal, regulatory and Departmental policy is adhered to in all functional areas of administration.

Base Program: The offices included in the Central Office subactivity provide national guidance and direction for the operational and administrative activities of the Service and represent the Service before Congress, Departmental officials, other Federal agencies, State agencies, national and international organizations and members of the general public who may have an interest in fish and wildlife resources.

This activity provides funding for the Director, the Deputy Director, the Assistant Director - External Affairs, and the Assistant Director - Policy, Budget, and Administration and their immediate support staffs. Under the supervision of the Assistant Director - External Affairs, there are three components which include the offices of Legislative Services, Public Affairs, and International Affairs. The divisions associated with the Assistant Director for Policy, Budget, and Administration include Personnel Management, Contracting and General Services, Budget, Information Resources Management, Policy and Directives Management, and Finance. The Office of Human Resources (Office of Equal Employment) is funded through the Central Office Administration subactivity.

Office of the Director: ($1,162,500/14 FTE). The Director determines long-term program objectives, major program policies and strategies, as well as budget and legislative proposals. He provides authority to the Regional Directors, who in turn are responsible for and have line authority over all activities within their regions. The Deputy Director shares the overall line management responsibility of the Director and coordinates and directs the day-to-day activities of the Service through the Regional Directors. The Deputy Director is also responsible for coordinating and directing Washington Office activities through the Assistant Directors. In FY 1990, the Service will be developing plans and policies for the coordination of a centralized training support function. This staff will be responsible for support and assistance activities such as the following: provide policy guidance on training and education needs, and program and course development to meet those needs; coordinate training and education activities throughout the Service and directly supervise those activities assigned to it; and monitor the effectiveness of these activities, recommending and developing changes as needed.

National Fish and Wildlife Foundation: ($2,957,000/0 FTE): The Foundation was established in 1984 by the National Fish and Wildlife Foundation Establishment Act (P.L. 98-244), amended in 1988, to encourage and administer donations of real or personal property in support of Fish and Wildlife Service programs and other activities initiated for the benefit of fish, wildlife and plant resources. In the past four years, the Foundation has encouraged and facilitated private and public sector cooperation and support of fish and wildlife conservation programs by developing and initiating a number of fund raising activities to assist existing programs. Donations have been applied to such projects as: the implementation of the North American Waterfowl Management Plan and the restoration of wetlands in Iowa; the recovery of endangered species such as the black-footed ferret, sea turtles, and grizzly bear; the conservation of the nation's biodiversity; the restoration of important commercial and recreational wildlife species like the striped bass and the Atlantic salmon; federal and private efforts to protect the African elephant; and the enhancement and protection of habitat for waterfowl and nongame wildlife as well as public education and training programs, including the San Francisco Bay poster and recreational fisheries and Northern Rocky Mountain endangered species education. Foundation grants have stimulated dozens of public/private partnerships for resource conservation and have stimulated numerous volunteer activities to support Service activities.

Human Resources: ($679,000/16 FTE). The Office of Human Resources serves as staff to the Director on all matters relating to equal employment opportunity (EEO). The office has overall responsibility for administering an affirmative action program including affirmative recruitment, handicap employment, and the implementation of various work-study programs and other developmental programs such as cooperative education and upward mobility. It also has responsibility for managing a complaints program for employees, developing special emphasis programs, monitoring the Historically Black College Program, and providing leadership and training to managers regarding human resource decisions, particularly those having EEO implications.

Assistant Director - External Affairs: ($2,056,700/37 FTE). This office provides staff assistance and advice to the Director and other members of the Service Directorate and also represents the Service in all matters involving contacts outside the Service. The Assistant Director - External Affairs is responsible for maintaining Servicewide legislative programs and congressional relations, developing and implementing public information policies and programs, and directing international programs. The Assistant Director manages the following activities:

Legislative Services: The Office of Legislative Services is the liaison between the Director and Congress on issues related to authorizing legislation and other activities. The Office is responsible for responding to Congressional inquiries and coordinating briefings for Members of Congress and congressional staff on Service programs. The Office coordinates with the Department on the Service's legislative issues and is also responsible for the preparation and clearance of testimony for congressional hearings, reports on bills introduced in the Congress, as well as comments on legislative proposals developed by other agencies. In addition, Legislative Services prepares legislation regarding Service programs for submission to Congress, advises the Director on the impacts of congressional actions, and keeps other Service offices apprised of congressional activities of interest to the Service.

Public Affairs: This office initiates, consolidates and distributes public information materials on Fish and Wildlife Service programs. It serves as the focal point for providing responses to news media inquiries, maintaining contacts with national conservation organizations, and coordinating public affairs activities with other Federal and State agencies. It provides advice to the Director on Servicewide policies, decisions, and anticipated public reaction to program initiatives. In addition, the office serves as a primary point of contact within the Service for coordinating efforts to obtain corporate support and public service involvement in Service programs.

International Affairs: The Office of International Affairs brings focus and a systematic approach to the international activities of the Service. It provides advice and coordinates the development and implementation of international policies, agreements, treaties and conventions, and the exchange of technical information and assistance between the Service and foreign wildlife agencies. The office focuses on international activities that are Servicewide in scope, rather than on those that involve a single functional area, and serves as the point of contact with foreign governments, the State Department, and International conservation organizations. It represents the Service to the International Union for the Conservation of Nature and Natural Resources, participates in Area V of the US-USSR Environmental Agreement, and supports Service implementation of the Western Hemisphere Convention, Convention on wetlands of International importance, and Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Basin. In addition, International Affairs administers the Special Foreign Currency Program

in India, Egypt and Pakistan. In FY 1991, emphasis will be placed on the maintenance and conservation of biological diversity and wetlands by enhancing the education and training of Latin American protected area managers; providing technical expertise and assistance to regional and international institutions responsible for the maintenance of biological diversity, such as the Indian Wildlife Institute; implementing conservation conventions, such as the Wetlands and Western Hemisphere Conventions; and by enhancing the level of environmental education and public awareness assistance.

U.S.-U.S.S.R. Studies: Since 1972 the Service has cooperated with Soviet governmental agencies and scientific institutions in a program of nature protection and wildlife conservation under the bilateral Environmental Agreement. Activities have ranged from laboratory research and joint surveys to workshops and symposia on topics of mutual interest. Joint studies aimed at enhancing management of shared species have focused on rare and endangered species of flora and fauna, migratory birds, protection of wildlife habitats, biosphere reserves, marine mammals, fish husbandry, and the preservation of genetic diversity through the exchange of captive-bred animals. Since the program's inception, over 500 American and Soviet scientists have had an opportunity to participate in scientific exhanges. Recent political changes in the U.S.S.R. have dramatically increased the level of interest in environmental issues and resulted in significant new opportunities for long-term research with Soviet biologists in locations previously inaccessible to foreigners, particularly in the Soviet Arctic. The 1990 cooperative program includes the largest number of joint venture projects in the program's history. Cooperative activities will focus on collaring and monitoring polar bear migrations; conducting surveys of migratory and marine bird populations, including the emperor goose, black brant, snow goose and kittiwake populations; and supporting research studies related to refuge management, river basins, and fish nutrition and diseases. In FY 1991 the Service will continue to support technical exchanges with the U.S.S.R. with activities focusing on marine mammals and migratory birds. New emphasis will be placed on expanding research, management, and conservation activities with the Soviet Union in Arctic ecosystems.

Policy, Budget and Administration: ($7,889,800/195 FTE). The Assistant Director of Policy, Budget and Administration provides staff support to the Director and has responsibility for development of policy and Servicewide direction for all functional areas of administration. This includes budget development, formulation, and analysis; financial management and accounting; contracting and procurement; personnel management; and other administrative support functions. The Assistant Director supervises the following components:

Personnel Management: This Division is responsible for developing, implementing, administering, and reviewing Servicewide personnel management policies, programs, systems, and procedures for the most efficient and effective management of personnel resources. It is

also the servicing office for personnel actions of employees assigned to the Washington office. The Washington office division performs services and provides technical advice and assistance relating to planning and utilization of people resources, personnel aspects of organizational studies, position management and classification, work force analysis, labor relations and wage administration, recruitment and staffing, employee relations and services, conduct and discipline, reductions-in-force, appeals and grievances, employee motivation and incentives, and executive and employee development. This Division develops and provides work force information and statistics to management officials for use in managing their personnel resources, and prepares and maintains official personnel documents, records and reports. It is responsible for coordinating personnel management programs with the equal opportunity program.

Contracting and General Services: The Division of Contracting and General Services is responsible for developing, implementing, utilization and accountability of personal property; space management--including arrangement for all space for Washington offices and space utilization studies Servicewide; shipping and receiving; and handling of tort claims and claims filed by employees for loss or damage of personal property.

Budget: The Division of Budget is responsible for the formulation, justification, coordination, and execution of the budget for the Service. It directs and manages the budget formulation system prescribing policies, procedures, and controls and ensures compliance with Administration objectives and conformance to statutory authority. This Division initiates and reviews proposed changes in appropriation structure and language, participates in and coordinates budgetary determinations, and reviews proposals for supplementary budget requests and reprogramming of funds. It maintains control of the budget process and the limitations of funds imposed by the Congress and the Office of Management and Budget (OMB).

The Division staff conducts reviews of the status of obligations and expenditures to evaluate program progress and recommends adjustments for conformance to policy and for the economical use of financial resources. Analyses of reports on budget proposals, of appropriations, of program initiatives and their budgetary impacts and of other budgetary matters are performed for the Director, Office of the Secretary, OMB, other Federal agencies, and the Congress; and liaison with these entities is a Division responsibility. The Division is charged with interpreting and implementing Department and OMB directives, providing technical assistance on all budgetary matters and providing guidance and interpretation of evaluation methods to Assistant Directors for annual evaluation of results and accomplishments of the Director's objectives.

Information Resources Management: The Division of Information Resources Management staff provides policy, plans, and guidance related to information and data transfer including automated data

processing, office automation, telecommunications, and radio communications. The primary goal of the Division is to achieve maximum efficiency and effectiveness of the flow of automated management and mission information.

The function of this Division focuses on the successful acquisition and application of automation and telecommunications technologies to support and enhance the ongoing Service functions. Current emphasis is on standardized acquisitions and Servicewide implementation of general purpose automation resources, follow-up activities in the Geographic Information System and Computer Aided Drafting areas, and increased attention to the area of telecommunications facilities and services. It also coordinates all of the Service's automated data processing (ADP) and telecommunications resources, implements the ADP management program and will develop and implement the telecommunications management long-range and operational plans.

Policy and Directives Management: This Division provides staff support to the Director and is responsible for developing, implementing, administering and reviewing Servicewide policies, systems and procedures for a diverse group of activities. Included among these activities are paperwork management, the regulatory reform process, records management, library coordination, patents and invention processing, and implementation of the Freedom of Information and Privacy Acts. The Division also is responsible for reviewing all Administrative Manual releases and Director's Orders for clearance; providing advice and guidance on the establishment of committees; ensuring Servicewide compliance with OMB Circular A-123 (internal controls related to waste, fraud and abuse); coordinating and overseeing GAO and OIG audits of Service activities; and conducting management reviews, systems studies and analyses for improving organizational effectiveness. This Division undertakes special studies and analytical assessments at the request of the Director to improve the quality of technical information used in Service decision making.

Finance: The Division of Finance is responsible for interpreting external financial policy issuances from the Department, Office of Management and Budget, Department of the Treasury, General Accounting Office, and General Services Administration, as they apply to the Service. It develops policies in such financial areas as accounting, fund control, travel, cash management, debt collection, cost recoverable activities, and impress fund administration. The Division conducts special financial analyses as needed or required by external studies, audits, and questionnaires. The Division operates the administrative funds control process (control schedule) and performs special analyses as needed by the Services allottees. It is responsible for providing operational finance assistance to the Washington office and provides internal review coordination and technical assistance in the area of financial management. This office provides direction and supervision to the Fish and Wildlife Service Finance Center.

The Fish and Wildlife Service Finance Center is located in Denver, Colorado, and is under the direction of the Chief, Division of Finance. It is responsible for implementing financial policies and procedures, processing all financial documents and transactions, preparing and maintaining official accounting records and reports, and producing and disseminating financial reports to Service managers. It provides systems analysis and design support necessary to maintain the automated data processing systems, and to identify and implement needed changes to the financial processing and accounting subsystems. The Center is responsible for updating the Service's Financial Management Systems Handbook.

Special Projects Appropriated in 1990 include $550,000

Lake Erie Shoreline	200,000
African Elephant Conservation	350,000

Increase/Decrease from FY 1991 Base
(Dollars in Thousands)

		1991 Base	1991 Estimate	Inc.(+) Dec.(-) From Base
Central Office	$	15,295	14,805	-490
Administration	(FTE)	(262)	(262)	(0)

Lake Erie Shoreline (-$200,000/-1 FTE). The Service currently operates the Ottawa National Wildlife Refuge on Lake Erie and has identified the need for additional protection of the remaining marshes. An increase of $200,000 was provided for a reconnaissance report, as a first step towards a comprehensive study. The Lake Erie Shoreline Study will be completed in 1990 and funds are no longer needed for this purpose.

Funding is being used to complete a report to identify and evaluate the effectiveness of any shoreline protection programs. The report will establish the parameters, dimensions, and estimated cost of the larger, more in-depth study. The Service will be able to recommend appropriate protection objectives for the Lake Erie Shoreline.

Distribution of Change by Object Classification

Contractual Services - 200,000

African Elephant Conservation (-$350,000/0 FTE)

The Service has included a request for an appropriation of $1 million for the African Elephant Conservation Fund in 1991. Funding will support the payment of rewards and grants to foreign countries for improved management, protection and research.

The object class distribution for the $350,000 decrease is as follows:

Grants, subsidies, and contributions	$350,000

Internal Control (+$60,000/+1 FTE). The Department of the Interior and the Service are committed to resolving significant and material internal control weaknesses as required by the Federal Manager's Financial Integrity Act. The substantial number of internal control weaknesses reported in 1988 and 1989 will require additional monitoring, certification, and verification of completion of corrective actions. In addition, the Service anticipates an increase in the number of weaknesses to be reported as a result of the increased management commitment provided to the 1990 internal control function.

Distribution of Change by Object Classification

The object class detail for the proposed $60,000 is as follows:

Salaries and Benefits:	+ $ 60,000
Total	+ $ 60,000

Subactivity: REGIONAL OFFICE: FY 1991 - $15,623,000/254 FTE

Program Objectives:

- To implement national policies and execute line supervision to field installations.
- To assure effectiveness of operations and attainment of national goals for fish and wildlife management.
- To provide recommendations to the Service Director for revisions to national policies, plans, and procedures.

Base Program: The Service is composed of seven geographic regions across the U.S. through which the Regional Office is responsible for the administration and support of installations in the Region, including national wildlife refuges, fish hatcheries, and fish and wildlife enhancement offices. An eighth region is the research arm of the Service and includes all research centers, scientific development centers, the National Wetlands Inventory Center, and the Cooperative Research Units.

This budget subactivity provides funding for the Regional Directors, their Deputies and immediate staff support as well as the administrative offices and divisions.

Regional Directors: ($1,907,000/32 FTE). Line authority for Service activities flows from the Director to the Regional Directors. The Regional Director is responsible for ensuring the accomplishment of all assigned, scheduled and budgeted activities, and liaison with states, local interest groups, and the public within the geographic area of responsibility.

Administration and Human Resources: ($13,716,000/222 FTE). The Assistant Regional Directors for Budget and Administration direct the overall management and execution of administrative program activities within their respective region. They serve as the Regional Director's key representative and counsel in administrative matters and provide day-to-day operational guidance on these matters. Assistant Regional Directors are responsible for activities and management of the regional divisions of personnel, contracting and general services, finance, safety and security, and ADP management. These divisions provide direct support for the individual field installations within the regions. The regional office funding also provides for such local administrative overhead costs as office equipment lease, rental and maintenance; reproduction and copying; custodial services; phones, ADP Services, and health and child care services.

Regional funding for the Assistant Regional Director, Human Resources, provides direct support and guidance to regional supervisors on all matters related to equal employment opportunity programs including affirmative recruitment, special employment programs, and complaints by employees.

Subactivity: SERVICEWIDE ADMINISTRATIVE SUPPORT: FY 1991 - $29,484,000
0 FTE

Program Objectives:

- to provide centralized management of Servicewide fixed costs and administrative overhead expenses.

Base Program: Servicewide administrative support consists of centralized cost accounts for budgeting and paying the operating overhead expenses common to all Service programs. This activity is funded from direct appropriations and funds recovered from reimbursable and permanently appropriated activities for costs related to centralized administrative support services. Centralized management of these accounts permits a higher visibility of usage and costs for accurate accounting and budgeting, facilitates prompt payment of the consolidated bills received by the Service, and provides the most direct and effective mechanism by which Servicewide initiatives can be implemented with appropriate management control. The following table displays major centralized costs:

(Dollars in Thousands)

Servicewide Costs	FY 1990 Enacted to Date	FY 1991 Base	FY 1991 Estimate	Change from FY 1990
GSA Space	15,861	16,634	16,634	+ 773
FTS	3,667	3,667	3,667	0
Postage	2,240	2,500	2,500	+ 260
Employees' Compensation	2,336	2,682	2,682	+ 346
Unemployment Comp.	1,027	760	760	- 267
PAY/PERS-Payroll	1,297	1,400	1,400	+ 103
Working Capital Fund	679	706	706	+ 27
Commercial Phone	1,400	1,500	1,500	+ 100
EEO Complaints Inves.	64	64	64	0
FFS	600	2,454	2,454	+1,854
PFMIS	1,300	0	0	-1,300
Printing and Reproduction	432	432	432	0
DMDP	212	212	212	0
Finance Center	1,200	1,300	1,300	+ 100
Dept. Drug Free Workplace	0	28	28	+ 28
Take Pride in America	137	110	110	- 27
CSRS/FERS Retirement	0	1,135	1,135	+1,135

Space: The Service uses leased space for office, warehouse and storage facilities to accommodate administrative, professional and technical program activities in areas where on-site facilities are needed, but where Service owned space is unavailable and construction or acquisition of new space is impractical. Based on preliminary space cost estimates provided by GSA and the Department, space costs in FY 1991 are estimated to be $773,000 more than the FY 1990 appropriation.

Federal Telephone System: The Department of the Interior receives an annual FTS cost estimate from GSA and prorates costs to user bureaus/ offices on the basis of a statistical sampling of prior year usage. The FY 1991 FTS costs are expected to remain stable from FY 1990.

Postage: The Service is billed under the U.S. Postal Service's (USPS) Revenues, Pieces and Weights Sampling System. The USPS estimates and assesses costs for a projected level of usage determined by the statistical sampling of incoming mail at selected post offices. The Service's projected increase in postage costs of $260,000 in FY 1991 over FY 1990 is based on historical costs over 3 years.

Employees' Compensation: The Service is billed by the Department of Labor for costs incurred in satisfying claims under the Federal Employees' Compensation Program. Costs are based on a formula that allows employees (and survivors) up to 75 percent of gross pay in compensation for work related illnesses, injuries or deaths. The Service can, and does, indirectly affect these costs by striving to provide a safe and healthy work environment for its employees (see Safety). However, there is no direct action the Service can take to limit claims or control costs on a

year-to-year basis. Inflationary factors, i.e., salaries and wages, continue to increase annual costs. The projected increase for FY 1991 is $346,000.

Unemployment Compensation: The Service is billed for a prorated share of costs incurred by the Department for unemployment compensation paid by the States to former DOI employees. There is no direct mechanism available to the Service for validating costs since billings are not sufficiently detailed. The Service is billed on an intermittent quarterly basis, with frequent adjustments to past billings. For these reasons, budget year costs cannot accurately be projected, but are estimated based on prior year billings. However, since costs may fluctuate greatly from billing period to billing period, annual cost projections are subject to revision as actual bills are received. A reduction of $267,000 is anticipated in FY 1991.

PAY/PERS-Payroll System: This is a recurring expense for participation in the PAY/PERS automated personnel and payroll system operated by the Bureau of Reclamation (BOR). The Service is charged a pro rata share of the total system operating cost which includes only BOR processing services and mainframe computer support. This is not related to the Service's internal operating cost to maintain a nationwide data input capability. FY 1991 costs are expected to increase from FY 1990 by $103,000, based on projections provided by BOR.

Working Capital Fund: The Service is charged a pro rata share of costs for common administrative services provided at the Department level, e.g., health services, building security, printing services, employee counseling, mail operations, etc. Costs in FY 1991 are anticipated to be $27,000 more than in FY 1990.

Commercial Telephone: The Service is billed monthly by the commercial telephone companies for maintenance of telephones, use of telephone lines and non FTS calls. Billing costs for FY 1991 are based on four years of actual billings and costs are projected to be $100,000 more than FY 1990 costs.

EEO Complaints Investigation: Pursuant to the transfer of EEO Complaints Processing from the Department (Secretarial Order No. 3116), effective October 1, 1986, this function was assumed by the Service's Office of Human Resources. Costs associated with this Servicewide function are expected to remain at FY 1990 levels, based on prior year, actual costs.

Federal Financial System (FFS): In FY 1990, the Service began operation of its accounting and administrative funds control and payments systems using the Department's Federal Financial System (FFS). This system replaced the Service's existing Program and Financial Management Information System (PFMIS). The funds formerly identified in the FY 1990 President's budget as PFMIS ($1,300,000) and FFS ($600,000) are now combined into a single costs element, FFS. The total estimated amount needed for FY 1991 is $2,454,000. This is required to meet the increased computer support costs associated with the operation of FFS at the Service's Finance Center and

provide regional/Washington Office support for the system. The Service will receive its primary FFS operating systems support from the Bureau of Reclamation's Administrative Service Center. However, due to the design of FFS, we expect additional support in the area of report development, and also data processing will be required during FY 1991. FY 1991 will be the first year of full implementation and execution of FFS in the Service.

Program and Financial Management Information System (PFMIS) (-$1,300,000): The PFMIS was the former financial and accounting/payment system of the Service. It supported implementation of accounting policies, procedures, systems and operations for completion of financial transactions and the reporting of those transactions. The PFMIS has been consolidated into a departmentwide financial system for more efficient financial management on a multi-agency scale. Base funds have been proposed for decrease in this program and added to FFS for the implementation of that system in FY 1991.

Printing and Reproduction: Servicewide publications, including administrative manuals, budget documents, and information bulletins are financed in this activity. Centralized printing costs for the Washington Office are anticipated to be comparable to FY 1990 costs.

Finance Center: The Denver Finance Center provides accounting services to all activities/organizations of the Fish and Wildlife Service. It is responsible for recording, analyzing and reporting obligations to control usage of funds. The Center develops and implements financial reports, issues billings, and collects monies due to the Service. The Denver Information Systems Center (DISC) is the data processing activity which hosts mission-specific administrative informations systems, including the Service interface to the Department of the Interior Financial Integrity Review for Management accounting and financial management system. As a component of the Service's telecommunications network, it serves as a collection, distribution, and forwarding focal point for information.

Departmental Management Development Program (DMDP): DMDP is a departmental managers training program. Participants in this training/development program are detailed to the Washington Office for an intensive 11-month opportunity to learn from working in a diverse range of programmatic experiences. The FY 1991 budget proposes the same level of funding as FY 1990.

Drug Free Working Place: The Service is requesting $28,000 for its share of the funding needed to support the Department's Drug-Free Workplace Program. This program was created to implement Executive Order 12564, Drug-Free Federal Workplace, establishing a policy against the use of illegal drugs by Federal employees, whether on duty or off duty. The funds requested cover a share of the costs of staff, training, applicant testing, accident follow-up testing, and necessary support items.

Take Pride in America: Costs for Take Pride in America activities are prorated by the Department. Activities in support of this initiative will be reduced in FY 1991 by $27,000.

Take Pride in America is a national public awareness campaign designed to encourage wise use of the lands and resources shared by all Americans. Many Federal, State, local and private sector organizations are involved in this program. The focus of the campaign is at the grassroots level. The campaign is not intended to be a vast federal program, but rather to provide a unifying theme for thousands of local and individual activities. Through national public service announcements, public-private partnerships, a national awards program and other activities, the campaign seeks to provide a boost for stewardship action and awareness efforts around the nation.

Civil Service and Federal Employees Retirement: The $1,135,000 adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the bureau workforce.

The following chart shows the distribution of funds recovered from reimbursable and permanently appropriated activities for costs related to centralized administrative support services:

(Dollar amounts in thousands)

	FY 1990 Enacted to Date	FY 1990 Adjusted	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
National Wildlife Refuge Fund	261	257	261	261	+0
Sport Fish Restoration	3,083	2,929	3,083	3,383	+300
Federal Aid Wildlife Restoration	2,310	2,259	2,310	2,405	+95
Proceeds From Sales	22	21	22	22	0
Contributed Funds	37	37	37	37	0
Reimbursements 1/	3,442	3,442	3,442	3,442	0
North American Wetlands Conservation	0	0	0	10	+10
African Elephant Conservation	0	0	0	3	+3
Total	9,155	8,945	9,155	9,563	+408

1/ Based on estimated reimbursable activity Servicewide totalling $38 million.

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Subactivity: ENGINEERING SERVICES: FY 1991 - $3,633,000/79 FTE

Program Objective: To provide basic engineering support for all Service programs and activities.

Base Program: This function ensures that adequate engineering capability exists to address basic engineering needs Servicewide. Nationally, engineering services provide policy direction and technical assistance for the Service's engineering, construction, dam safety, maintenance and energy conservation responsibilities. At the Regional level, these services involve engineering feasibility studies, planning, design, maintenance and construction activities under the cyclical maintenance and rehabilitation programs; the Maintenance Management System currently being implemented; and the Quarters Operation and Maintenance Program. Engineering Core Services are also associated with providing technical guidance and advice to field personnel in the management of facilities such as buildings, dikes, impoundments, pipelines, dams, utilities, communication systems and other structures; providing assistance in the negotiation of water rights agreements, including water rights and hydrology studies for stream flows and other water sources; and providing for technical assistance and evaluation of engineering phases of the work programs of other governmental agencies, particularly regarding water resources. Engineering Services core funding allows for the performance of energy management and other specialized facility maintenance inspections' and involvement in the engineering aspects of sport fish restoration and wildlife restoration projects.

Increase/Decrease from FY 1991 Base

	(Dollars in Thousands)		
	FY 1991 Base	FY 1991 Estimate	Change
Engineering Services	3,633/79	4,033/86	+400/7

Engineering Services (+$400,000/7): Since the inception of Engineering Services Core funding in FY 1982, many additional responsibilities have been added to the Regional Engineering Offices' workload. Additionally, funding levels provided for the Service's construction and maintenance programs have increased substantially in recent years. This has added to the workload for regional engineering support. Compliance with Federal and State requirements for Underground Storage Tank maintenance and repair as well as hazardous waste cleanup require engineering expertise. The requested increase will provide additional funding for the following Regional Engineering Services responsibilities: 1) continuing implementation of the Maintenance Management System, including specialized inspections, reporting, database development/updating, costs estimating, and engineering support to accomplish planning and design requirements for high priority maintenance projects; 2) preparation of Emergency Action Plans and Standing Operating Procedures for Service dams, review of Safety Evaluation of Existing Dams (SEED) reports, and other high priority health and safety related activities associated with the safe operation of the Service's 155 dams; 3) provide engineering expertise for pollution abatement, contaminants clean-up, underground storage tank repair and

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bridge inspection/repair; 4) support special Regional initiatives such as Chesapeake Bay Program, Lower Snake River Compensation Plan, flood damage restoration, and Job Corps.

Distribution of Change by Object Classification:

The object class detail for the proposed $400,000 is as follows:

Salaries and Benefits	$175,000
Travel	36,000
Transportation of Things	5,000
Supplies and Materials	20,000
Equipment	66,000
Other Services	98,000
Total	$400,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Resource Management	1991 Base		1991 Estimate		Inc(+)/Dec(-)	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Object Class						
11. Personnel Compensation:						
11.1 Permanent positions	4,887	168,761	4,887	169,131	0	370
11.3 Positions other than permanent	1,207	17,215	1,202	17,252	(5)	37
11.5 Other personnel compensation		7,709		7,725	0	16
		58		59	0	1
Total Personnel Compensation	6,094	193,743	6,089	194,167	(5)	424
Other Objects						
12.1 Civilian personnel benefits		38,655		38,707		52
13.0 Benefits for former personnel		2,994		3,092		98
21.0 Travel and transportation of persons		12,253		12,768		515
22.0 Transportation of things		3,384		3,526		142
23.1 Rental payments to GSA		14,990		15,333		343
23.2 Rental payments to others		119		124		5
23.3 Communications, utilities and miscellaneous charges		14,062		14,652		590
						0
24.0 Printing and reproduction		3,554		3,703		149
25.0 Other services		67,758		70,203		2,445
26.0 Supplies and materials		24,801		25,843		1,042
31.0 Equipment		17,755		18,501		746
32.0 Land and structures		1,887		1,966		79
41.0 Grants, subsidies, and contributions		5,671		5,676		5
42.0 Insurance claims and indemnities		100		100		0
91.0 Unvouchered		300		400		100
Total Requirements	6,094	402,026	6,089	408,761	(5)	6,735

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT

Program and financing (in thousands of dollars)

Identification code 14-1611-0-1-303	1989 act.	1990 est.	1991 est.
Program by activities:			
Direct program:			
00.01 Fish and Wildlife Enhancement	53,337	59,006	59,509
00.02 Refuges and Wildlife	148,759	158,133	162,507
00.03 Fisheries	42,013	47,982	53,777
00.04 Research and Development	61,014	70,256	69,023
00.05 General administration	55,575	57,440	63,945
00.91 Total, direct program	360,698	392,817	408,761
01.01 Reimbursable program	35,823	38,000	38,000
10.00 Total obligations	396,521	430,817	446,761
Financing:			
Offsetting collections from:			
11.00 Federal funds	-28542	-32224	-32224
14.00 Non-federal sources	-7281	-5776	-5776
17.00 Recovery of prior year obligations	-1031		
21.40 Unobligated balance available, start of year	-2722	-6141	-6222
24.40 Unobligated balance available, end of year	6,141	6,222	6,222
25.00 Unobligated balance lapsing	3,704		
27.00 Reduction pursuant to P.L. 99-177 in resources derived from offset. coll.		-81	
39.00 Budget authority	366,790	392,817	408,761

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Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT

Program and financing (in thousands of dollars)

Identification code 14-1611-0-1-303	1989 act.	1990 est.	1991 est.
Budget authority:			
40.00 Appropriation	363,583	397,956	408,761
40.00 Reduction pursuant to P.L. 99-177		-5139	
41.00 Transfered to other accounts	-5695		
42.00 Transferred from other accounts	8,902		
43.00 Appropriation (adjusted)	366,790	392,817	408,761
Relation of obligations to outlays:			
71.00 Obligations incurred, net	360,698	392,817	408,761
72.40 Obligated balance, start of year	85,618	86,645	91,850
74.40 Obligated balance, end of year	-86645	-91850	-95039
78.00 Adjustments in unexpired accounts	-1031		
90.00 Outlays	358,640	387,612	405,572

Standard Form 300 — DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT

Object classification (in thousands of dollars)

Identification code 14-1611-0-1-303	1989 act.	1990 est.	1991 est.
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	153,600	168,761	169,131
11.3 Other than full-time permanent	15,668	17,215	17,252
11.5 Other personnel compensation	7,016	7,709	7,725
11.8 Special personal services payments	53	58	59
11.9 Total personnel compensation	176,337	193,743	194,167
12.1 Civilian personnel benefits	35,765	38,655	38,707
13.0 Benefits for former personnel	2,914	2,994	3,092
21.0 Travel and transportation of persons	11,782	12,253	12,768
22.0 Transportation of things	3,254	3,384	3,526
23.1 Rental payments to GSA	14,669	14,990	15,333
23.2 Rental payments to others	114	119	124
23.3 Communications, utilities, and miscellaneous charges	13,521	14,062	14,652
24.0 Printing and reproduction	3,417	3,554	3,703
25.0 Other services	50,097	58,544	70,203
26.0 Supplies and materials	23,847	24,801	25,843
31.0 Equipment	17,072	17,755	18,501
32.0 Land and structures	1,814	1,887	1,966
41.0 Grants, subsidies, and contributions	5,801	5,676	5,676
42.0 Insurance claims and indemnities	63	100	100
91.0 Unvouchered	231	300	400
99.0 Subtotal, direct obligations	360,698	392,817	408,761

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT

Object classification (in thousands of dollars)

Identification code 14-1611-0-1-303	1989 act.	1990 est.	1991 est.
Reimbursable obligations:			
Personnel compensation:			
11.1 Full-time permanent	12,840	13,225	13,225
11.3 Other than full-time permanent	2,788	2,872	2,872
11.5 Other personnel compensation	411	423	423
11.9 Total personnel compensation	16,039	16,520	16,520
12.1 Civilian personnel benefits	2,855	2,941	2,941
21.0 Travel and transportation of persons	616	641	668
22.0 Transportation of things	164	171	178
23.1 Rental payments to GSA	34	35	37
23.2 Rental payments to others	5	5	5
23.3 Communications, utilities, and miscellaneous charges	452	470	490
24.0 Printing and reproduction	84	87	91
25.0 Other services	11,493	12,887	12,649
26.0 Supplies and materials	2,543	2,645	2,756
31.0 Equipment	1,502	1,562	1,628
32.0 Land and structures	35	36	38
42.0 Insurance claims and indemnities	1		
99.0 Subtotal, reimbursable obligations	35,823	38,000	38,000
99.9 Total obligations	396,521	430,817	446,761

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Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT

Personnel Summary

Identification code 14-1611-0-1-303	1989 act.	1990 est.	1991 est.
Direct:			
Total number of full-time permanent positions	4,687	4,887	4,887
Total compensable workyears:			
Full-time equivalent employment	5,882	6,094	6,089
Full-time equivalent of overtime and holiday hours	80	80	80
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303
Reimbursables:			
Total number of full-time permanent positions	306	306	300
Total compensable workyears:			
Full-time equivalent employment	390	390	374
Full-time equivalent of overtime and holiday hours	4	4	4
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

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DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT

Program and financing (in thousands of dollars)

Identification code 14-1611-2-1-303	1989 act.	1990 est.	1991 est.
(Proposed for later transmittal, proposed legislation)			
Program by activities:			
00.01 Fish and Wildlife Enhancement	0	0	-40327
00.02 Refuges and Wildlife	0	0	-4701
00.04 Research and Development	0	0	-9494
10.00 Total obligations	0	0	-54522
Financing:			
40.00 Budget authority (appropriation)	0	0	-54522
Relation of obligations to outlays:			
71.00 Obligations incurred, net	0	0	-54522
74.40 Obligated balance, end of year	0	0	10904
90.00 Outlays	0	0	-43618

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT
Object classification (in thousands of dollars)

Identification code 14-1611-2-1-303	1989 act.	1990 est.	1991 est.
(Proposed for later transmittal, proposed legislation)			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	0	0	-8704
11.9 Total personnel compensation	0	0	-8704
12.1 Civilian personnel benefits	0	0	-1741
21.0 Travel and transportation of persons	0	0	-1360
22.0 Transportation of things	0	0	-321
24.0 Printing and reproduction	0	0	-2720
25.0 Other services	0	0	-26280
26.0 Supplies and materials	0	0	-2720
31.0 Equipment	0	0	-5000
41.0 Grants, subsidies, and contributions	0	0	-5676
99.9 Total obligations	0	0	-54522

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT

Personnel Summary

Identification code 14-1611-2-1-303	1989 act.	1990 est.	1991 est.
(Proposed for later transmittal, proposed legislation)			
Total number of full-time permanent positions	0	0	-502
Total compensable workyears:			
Full-time equivalent employment	0	0	-628
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT/ATB ALLOCATION ACCOUNT

Program and financing (in thousands of dollars)

Identification code 14-1611-2-1-303	1991 est.	1991 incr.	1991 est.
Program by activities:	Presently Available	Proposed Allocation	Revised Estimate
Direct program:			
00.01 Fish and Wildlife Enhancement	59,509	4,645	64,154
00.02 Refuges and Wildlife	162,507	7,198	169,705
00.03 Fisheries	53,777	0	53,777
00.04 Research and Development	69,023	84	69,107
00.05 General administration	63,945	0	63,945
00.91 Total, direct program	408,761	11,927	420,688
01.01 Reimbursable program	38,000	0	38,000
10.00 Total obligations	446,761	11,927	458,688
Financing:			
Offsetting collections from:			
11.00 Federal funds	-32224	0	-32224
14.00 Non-federal sources	-5776	0	-5776
17.00 Recovery of prior year obligations	0	0	0
21.40 Unobligated balance available, start of year	-6222	0	-6222
24.40 Unobligated balance available, end of year	6,222	0	6,222
25.00 Unobligated balance lapsing	0	0	0
27.00 Reduction pursuant to P.L. 99-177 in resources derived from offset. coll.	0	0	0
39.00 Budget authority	408,761	11,927	420,688

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
RESOURCE MANAGEMENT/ATB ALLOCATION ACCOUNT

Program and financing (in thousands of dollars)

Identification code 14-1611-2-1-303	1991 est.	1991 incr.	1991 est.
	Presently Available	Proposed Allocation	Revised Estimate
Budget authority:			
40.00 Appropriation	408,761	11,927	420,688
40.00 Reduction pursuant to P.L. 99-177			
41.00 Transfered to other accounts			
42.00 Transferred from other accounts			
43.00 Appropriation (adjusted)	408,761	11,927	420,688
Relation of obligations to outlays:			
71.00 Obligations incurred, net	408,761	11,927	420,688
72.40 Obligated balance, start of year	91,850	0	91,850
74.40 Obligated balance, end of year	-95039	-2385	-97424
78.00 Adjustments in unexpired accounts	0		
90.00 Outlays	405,572	9,542	415,114

Appropriation Summary Statement

Appropriation: Construction [and Anadromous Fish]

This appropriation enables the Service to construct and maintain buildings, dams and other facilities required in the conservation, management, investigation, protection and utilization of sport fishery and wildlife resources.

The Budget activity financed by this appropriation is:

Construction and Rehabilitation. The construction activity supports the operation and maintenance of Servicewide national fish hatcheries, national wildlife refuges, fish and wildlife research facilities, and other facilities. Activities include the planning, design, construction, and rehabilitation of visitor centers, offices, research laboratories, fish production, water control structures, roads, and other structures and facilities. Additionally, the activity includes the inspection, planning, design, and construction of remedial measures for 167 dams located throughout the Service, as required by Secretarial Order 3048 and the President's memorandum of October 4, 1979.

A total amount of $33,273,000 is requested, which includes a $156,000 proposed law request under the Department's America the Beautiful account, and $33,117,000 directly in this appropriation for construction.

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called America the Beautiful. The purposes of this initiative is to benefit the environment and to enhance recreation opportunities.

Under the "Legacy 99" component of the Interior Department's portion of America the Beautiful, funding will be provided to the Fish and Wildlife Service in 1991 for construction projects which meet the objectives of enhancing recreation and protecting critical natural resources. The "current law" amount for America the Beautiful construction projects is $2,167,000, which is also the President's Budget request if the America the Beautiful legislation is not enacted by Congress. This justification is prepared on a current law basis with the America the Beautiful increment of $156,000 displayed as a non-add amount.

Anadromous Fish This activity provides financial grants to States and other non-Federal entities for projects that contribute to restoration, conservation, and enhancement of anadromous fishery resources of the Nation, and the fish of the Great Lakes and Lake Champlain that ascend streams to spawn. These funds have been used for construction, research, production, facility operation and maintenance, coordination, and planning. The principal species of fish being addressed are coho and chinook salmon, steelhead trout, Atlantic salmon, striped bass, river herring, American shad, and short-nose and Atlantic sturgeon. This activity also funds the emergency striped bass study, which supports investigations into the causes of declines of the striped bass populations of the Mid-Atlantic coast.

U.S. FISH AND WILDLIFE SERVICE

Construction [and Anadromous Fish]

For construction and acquisition of buildings and other facilities required in the conservation, management, investigation, protection, and utilization of sport fishery and wildlife resources, and the acquisition of lands and interests therein; [$58,560,000] $33,117,000, to remain available until expended [, of which $1,800,000 shall be available for expenses to carry out the Anadromous fish Conservation Act (16 U.S.C. 757a-757g)].

(Department of the Interior and Related Agencies Appropriation Act, 1990)

Justification of Proposed Language Change

1. "...of which $1,800,000 shall be available for expenses to carry out the Anadromous Fish Conservation Act (16 U.S.C. 757a-757g)"

The above language is proposed for deletion. The expanded Dingell-Johnson program makes continued funding for separate anadromous fish grants unnecessary.

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: Construction

Appropriation language

For construction and acquisition of buildings and other facilities required in the conservation, management, investigation, protection, and utilization of sport fishery and wildlife resources, and the acquisition of lands and interests therein; [$31,834,000] $10,105,000 to remain available until expended [, of which $2,000,000 shall be available for expenses to carry out the Anadromous Fish Conservation Act (16 U.S.C. 757a-757g)].

Appropriation Language citations and explanations

16 U.S.C. 460k-460k-4 provides for authorization of development for recreational use of fish and wildlife areas including land acquisition, and facilities construction and management.

16 U.S.C. 4601-9 provides for acquisition of lands and waters for endangered and threatened species of fish and wildlife.

16 U.S.C. 4601-17-18 provides for construction and operation of fish and wildlife recreation and enhancement facilities in conjunction with certain water resources projects provided for under the Federal Water Project Recreation Act.

16 U.S.C. 668dd provides for authorization of contracts for the provision of public accommodations, acceptance of donations and authority to use such funds to acquire or manage lands in the administration of the National Wildlife Refuge System.

16 U.S.C. 695k-695r provides for limitations on reduction of areas by diking or other construction in California and Oregon in the case of migratory waterfowl and other refuges, as well as other construction provisions.

16 U.S.C. 696-696b provides for acquisition of land and property for the Key Deer National Wildlife Refuge.

16 U.S.C. 697-697a provides for the establishment and maintenance of the Wyandotte National Wildlife Refuge.

16 U.S.C. 715k provides for land acquisition, construction, maintenance, development and administration for migratory bird reservations.

16 U.S.C. 742f allows for taking such steps as required for the development, management, advancement, conservation, and protection of fish and wildlife resources and for acquisition of refuge land, development of existing facilities and other means.

16 U.S.C. 742j authorizes appropriations to carry out the provisions of the Fish and Wildlife Act of 1956.

16 U.S.C. 760-760-12 provides for the construction, equipping, maintenance, and operation of several specifically named fish hatcheries.

16 U.S.C. 778a provides for authorization of land acquisition, construction of facilities, employment of personnel, and other activities in establishment of fish research and experiment stations.

16 U.S.C. 1051-1058 provides for authorization to plan, construct, and maintain and acquire land and property for the National Fisheries Center and Aquarium.

1. and for expenses necessary to carry out the Anadromous Fish Conservation Act

16 U.S.C. 757a-757g provides for authorization for the grant-in-aid program to eligible States and other non-Federal interests for the conservation, enhancement, or restoration of anadromous fish and those fish of the Great Lakes that ascend streams to spawn. Extends through FY 1984 the authorization for the emergency striped bass study under section 7(d).

2. to remain available until expended

16 U.S.C. 757d(a) provides that "Sums appropriated under this subsection are authorized to remain available until expended".

Basic authorizing legislation

There is no specific authority for the construction portion of this appropriation to remain available until expended.

The Service believes these funds should remain available until expended because experience has shown that preparation of designs, specifications, and bid invitations, together with bid solicitation and awarding of the contract, requires more time than is normally available once the funds become available. This provision will provide for continuous obligational authority and orderly flow of construction work uninhibited by the usual September 30 cut-off which is associated with annual appropriations.

Status of Request for Budget Resources

Account: Construction [and Anadromous Fish] (14X1612)

Fiscal Year 1990 Budgetary Status

Appropriation, 1990	58,098,000
Unobligated Balance from prior years	26,755,000
Total BA available for obligation	84,853,000
Less: Anticipated obligations (by account)	
1. Construction and rehabilitation	31,441,000
2. Anadromous Fish	1,400,000
Total anticipated obligations	32,841,000

Fiscal Year 1991 Request

Anticipated unobligated balance brought forward	52,012,000
Plus: Increase proposed (by account)	33,273,000
Proposed Legislation (ATB)	[+156,000]
Total anticipated BA available for obligation	85,285,000

Summary of Requirements - Construction
(Dollars in Thousands)

	FTE-T	Amount	FTE-T	Amount
Appropriation Currently Available, Fy 1990			73	58,098
Adjustments to Base:				
Adjustment for 1990 Impact of P.L. 99-177		0		
Other Adjustments	0	(58,098)		
Total, Adjustments to Base			0	(58,098)
FY 1991 Base Budget			73	0
Program Changes (Changes to base budget, detailed below)..				
Subtotal, Current Law				33,117
Proposed Law (ATB) Increment above Current Law			(4)	156
Total, Program Changes			69	33,273
Total Requirements			69	33,273
Proposed Legislation: America the Beautiful			[0]	[2,323]

Activity/Subactivity	1989 Appropriation	1990 Enacted Budget	FTE-T	1991 Budget Estimate	FTE-T	Budget Estimate 1991 Compared with 1990 Enacted Budget
1. Construction and rehabilitation						
Appropriation	54,848 1/	56,312	73	33,273	69	(23,039)
Proposed Legislation: America the Beautiful			0	[2,323]		
Unobligated balance brought forward	7,638	26,755		51,626		24,871
Obligation program	35,731	31,441		34,095		2,654
Unobligated balance carried forward	26,755	51,626	73	50,804	69	(822)
2. Anadromous fish Grants						
Appropriation	2,000	1,786		0		(1,786)
Unobligated balance brought forward	653	0		386		386
Obligation program	2,653	1,400		285		(1,115)
Unobligated balance carried forward	0	386	0	101	0	(285)
Total Appropriation	56,848	58,098		33,273		(24,825)
Total Unobligated balance brought forward	8,291	26,755		52,012		25,257
Total Obligation program	38,384	32,841		34,380		1,539
Total Unobligated balance carried forward	26,755	52,012	73	50,905	69	(1,107)

1/ $29,834,000 was appropriated to the Fish and Wildlife Service in FY 1989. This amount includes transfer of $15,696,000 from BLM, and supplemental appropriation restoring $12,604,000 for funds reprogrammed to BLM for FY 1988 firefighting costs. Also includes the transfer of $3,286,200 to BLM in FY 1989 for additional FY 1988 firefighting costs.

Justification of Program and Performance

Activity: Construction and Rehabilitation

(Dollar Amounts in Thousands)

SUBACTIVITY	FY 1990 Enacted to Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Current Law:					
Wildlife Refuges	20,581	20,418	0	11,610	+11,610
Fish Hatcheries	11,057	10,970	0	4,250	+4,250
Fishery Research Facilities	8,372	8,306	0	0	0
Wildlife Research Facilities	10,100	10,020	0	3,700	+3,700
Dam Safety	6,650	6,598	0	13,515	+13,515
Advance Planning	0	0	42	42	0
Total Requirements ($)	56,760	56,312	42	33,117	+33,075
(FTE-T)	(73)	(73)	(73)	(69)	(-4)
Proposed Law:					Inc./Dec. Cur. Law
America the Beautiful	$			1/ [2,323]	[+156]
	(FTE)			[(0)]	[(0)]

Impact of Public Law 99-177:

	1990 Enacted To Date	P.L. 99-177 Reduction	1990 Adjusted Approp.
Wildlife Refuges	20,581	-163	20,418
Fish Hatcheries	11,057	-87	10,970
Fishery Research Facilities	8,372	-66	8,306
Wildlife Research Facilities	10,100	-80	10,020
Dam Safety	6,650	-52	6,598
Total Construction and Rehabilitation	56,760	-448	56,312

1/ This includes $2,167,000 which is America the Beautiful current law.

The P.L. 99-177 reduction of approximately .8% is applied across all projects in the construction and rehabilitation program. The actual impact cannot be determined until design is completed and invitations for bid are issued for the specific projects. If the P.L. 99-177 line-item reductions result in inadequate funds to carry out certain projects as intended, it may be necessary for the Service to adjust the projects to accommodate available funds, or reprogram funds from lower priority projects in order to accomplish the higher priority projects.

AUTHORIZATION: 16 U.S.C., 742a-742j; Fish and Wildlife Act of 1956. Directs the Secretary of the Interior to provide continuing research, extension, and information services, and to take any necessary steps to develop, manage, protect, and conserve fishery and wildlife resources including research.

16 U.S.C. 668dd-668ee; National Wildlife Refuge System Administration Act of 1966, as amended. Authorizes the Secretary of the Interior to administer and manage the National Wildlife Refuge System to protect and conserve fish and wildlife.

Presidential Memorandum of October 4, 1979, directs all Federal agencies to adopt and implement the Federal Guidelines for Dam Safety (dated June 25, 1979) as prepared by the Ad Hoc Interagency Committee on Dam Safety of the Federal Coordinating Council for Science, Engineering and Technology.

Secretary of the Interior Order No. 3048, to implement and assign responsibility for a Departmentwide dam safety program in accordance with the President's Memorandum of October 4, 1979.

Overview of Construction Program and Construction Priorities: The Fish and Wildlife Service construction program supports operation and maintenance of national wildlife refuges, national fish hatcheries, fish and wildlife research facilities, and other facilities. Priorities for proposed projects are established on both a regional and national basis. Specific priorities are developed for each component of the construction activity. The final mix of projects is determined based on overall contribution to the mission and goals of the Service. Proposed projects have been reviewed with regard to their technical feasibility and accuracy of cost estimates and include allowances for Servicewide Engineering support.

Health, Safety and Pollution Abatement-Related Construction

Wildlife Refuges

The FY 1991 construction budget proposal includes $6,000,000 for hazardous waste cleanup at Crab Orchard National Wildlife Refuge, Illinois; $1,000,000 for hazardous waste cleanup at Tinicum National Environmental Center, Pennsylvania; $1,625,000 to construct an aircraft hangar at Selawik Refuge, Alaska; $342,000 for inspection, planning and design of bridges on refuges located in Region 3; $300,000 for the replacement of 15 bridges with

culverts and water control structures at Alligator River Refuge, North Carolina; and $176,000 to replace the decking on the headquarters bridge at Mattamuskeet Refuge, North Carolina.

Included in the request, contingent on enactment of legislation to establish the America the Beautiful program, are $90,000 for preliminary planning to restore a sewage treatment plant at Crab Orchard National Wildlife Refuge, Illinois; 2,100,000 for the replacement of bridges at Okefenokee Refuge, Georgia; and $133,000 for sewage system replacement at Lacassine Refuge, Louisiana.

Fish Hatcheries

The FY 1991 construction budget proposal includes $2,750,0000 for road rehabilitation at Jones Hole National Fish Hatchery, Utah; and $1,500,000 to construct a water intake structure and pollution abatement facility at Coleman Hatchery, California

Wildlife Research Facilities

The FY 1991 construction budget proposal includes $1,000,000 for hazardous waste cleanup at Patuxent Wildlife Research Center, Maryland, and $2,700,000 to complete asbestos abatement within the Gabrielson Laboratory at Patuxent Wildlife Research Center, Maryland.

Dam Safety

Under requirements of Secretarial Order 3048 and the President's memorandum of October 4, 1979, the Service implemented a dam safety program entailing systematic inspection of dams located on wildlife refuges, fish hatcheries, and research facilities to identify structural deficiencies and potential hazards associated with Service-owned dams. Inspection reports are used to establish a priority ranking for repair work necessary to maintain structural integrity and operational adequacy. In evaluating the results of the investigations and determining the need and priority for remedial repairs, the Service considers safety factors, as well as the utility of the dam in meeting the management objectives of the refuge or hatchery and the probable cost of repair. If a structure is not needed for specific wildlife or fishery objectives, alternatives other than repair are considered.

The Service completed its initial Safety Evaluation of Existing Dams inspections in FY 1984. Since the initial inspections, intermediate and formal reinspections have been performed on all of the Service's dams. The dam safety inspection process identifies deficiencies in the dams that may result in a safety or operational hazard. In addition, the inspection program provides the foundation for establishing the priority for needed action based on the potential impact downstream in the event of failure of the dam and the significance of needed repairs.

The Federal Guidelines for Dam Safety (issued by the Ad Hoc Interagency Committee on Dam Safety in June 1979) establish a general goal "to make Federal dams as safe as practical..." The Guidelines are intended "...to improve existing dams according to hazard potential as estimated by

technical analysis and as constrained by financial and personnel resources." In practice, these Guidelines, coupled with the Recommended Guidelines for Safety Inspections of Dams (Corps of Engineers, 1974) and subsequent Departmental orders and memoranda, require that existing dams be brought up to and maintained at safe operating standards.

Repair needs are manifested by a variety of conditions that indicate whether the structural integrity of a given dam is impaired or will be impaired without remedial attention. These needs may include seepage through the dam (the principal cause of failure of dams built in the United States since 1930 and the highest repair need on Service dams), slope instability, damage to outlet works, concrete deterioration, embankment deformation or settlement, etc.

Assessment of needs related to correction of design or construction deficiencies requires the expertise of trained engineers. Deficiencies may include such problems as inadequate capacity of low-level outlets, failure to meet freeboard requirements (distance between the top of the dam and normal pool level), and most commonly, inadequate capacity of the spillway to pass the Spillway Design Flood. The Spillway Design Flood is the flood flow which the dam should be designed to pass. The Corps of Engineers inspection guidelines include recommendations of Spillway Design Flood for dams of various size and hazard classification. The Spillway Design Flood may range from a certain percentage of a 100-year flood to a Probable Maximum Flood depending on the classification. The Probable Maximum Flood is defined as the most "severe combination of meteorologic and hydrologic conditions that are reasonably possible in the region" (from Bureau of Reclamation guidelines for safety evaluations).

The Safety Evaluation of Existing Dams inspections are based on the Spillway Design Flood recommendations in the Corps of Engineers guidelines. Several Service high and significant hazard dams were built in the 1930's and 1940's prior to the present dam safety standards, and although structurally sound, have spillways that will not pass a Spillway Design Flood. As a result, these dams have been tentatively placed in the Priority 1 repair category because the spillways do not meet Spillway Design Flood guidelines.

Because the Spillway Design Flood guidelines for existing dams are recommendations and not absolute mandated requirements (unlike new dams which must be designed to pass the Probable Maximum Flood), there is room for judgement in determining what spillway modifications must be undertaken. This judgement includes whether or not a reduction factor can appropriately be applied to the Probable Maximum Flood (as suggested by the Corps of Engineers guidelines). Also, alternatives to full or partial spillway modification may be considered. This may include such things as installation of warning devices, reduced pool levels, modification or stabilization of the dam slope, or a decision (if legally permissible and operationally possible) to drain the pool or perhaps breach the dam.

The FY 1991 construction budget proposal includes $445,000 for the continuation of required Servicewide dam reinspections, review of Standing Operating Procedures, and testing of Emergency Action Plans; $5,800,000 to provide the balance of funds for the construction of a new dam at Lake Elmer

Thomas, Wichita Mountains Refuge, Oklahoma; and $7,270,000 for modifications to Little Grassy Dam, Crab Orchard Refuge, Illinois

Energy Conservation Improvements

Most of the energy conservation projects with the highest potential life cycle savings have already been implemented. The remaining projects are of a lower Service priority than the construction projects identified in the FY 1991 budget. Hence, no funds for energy retrofit measures or for projects utilizing solar energy and other renewable energy sources are requested in FY 1991.

Advance Planning

Since FY 1984, the Service has funded over 140 advance project plans for various construction and rehabilitation projects on national wildlife refuges, national fish hatcheries, and research facilities. Funds for advance project planning have not been requested for FY 1991 because of the significant backlog of projects that have been advance planned and not funded for construction.

The FY 1991 Advance Planning construction budget proposal includes $42,000 for FY 1991 pay increase costs (3/4 of fiscal year).

FY 1991
COMPREHENSIVE CONSTRUCTION FUNDING TABLE 01/22/90

ACTIVITY/STATION/PROJECT TITLE	RANK	DO WE OWN LAND? Y/N	TOTAL ESTIMATED COST ($000)	TOTAL APPROP.'D THRU FY90 ($000)(a)	FY 1991 Budget: ADVANCE PLANNING PORTION ($000)(b)	FY 1991 Budget: PROJECT PLANNING PORTION ($000)(b)	FY 1991 Budget: CONSTRUCTION PORTION ($000)	CAN PHASE OR PHASE MORE? (c)	EST. AWARD DATE	WILL FY91 FUNDING $ COMPLETE? Y/N	POST FY91 NEEDS? ($000)	REMARKS
Wildlife Refuges												
Selawik NWR, Alaska Construct aircraft hangar		N	1,625	0	0	0	1,625	N	04/91	Y	0	
Crab Orchard NWR, Illinois Cleanup hazardous waste site		Y	Unknown	1,014 *	0	1,200	4,800	N	01/91	N	Unknown	Project cost estimates range between $6.- 27.+ million, depending on study results & coordination with Dept of Defense on cleanup funding. * Resource Management funding.
Alligator NWR Replacement of bridges		Y	300	0	30	40	230	Y	10/90	Y	0	
Nattamuskeet NWR Replace bridge decking		Y	176	0	15	28	133	N	08/91	Y	0	
Tinicum NEC Cleanup hazardous waste site		Y	Unknown	99 *	9	225	766	N	09/91	Unknown	Unknown	Costs for FY91 & beyond are speculative or unknown as scope pends assessment of study results and recommendations. * Resource Management funding.
Region 3 Inspec/Plng/Design of bridges		Y	Unknown	0	0	342	0	N	01/91	N	Unknown	Exact cost unknown pending inspection results.

FY 1991
COMPREHENSIVE CONSTRUCTION FUNDING TABLE

01/22/90

FWS 308

ACTIVITY/STATION/PROJECT TITLE	RANK	DO WE OWN LAND? Y/N	TOTAL ESTIMATED COST ($000)	TOTAL APPROP.'D THRU FY90 ($000)(a)	FY 1991 Budget: ADVANCE PLANNING PORTION ($000)(b)	FY 1991 Budget: PROJECT PLANNING PORTION ($000)(b)	FY 1991 Budget: CONSTRUCTION PORTION ($000)	CAN PHASE OR PHASE MORE? (c)	EST. AWARD DATE	WILL FY91 FUNDING $ COMPLETE? Y/N	POST FY91 NEEDS? ($000)	REMARKS
Fish Hatcheries												
Coleman NFH												
Pollution abatement		Y	713	15	Completed	59	654	N	08/91	Y	0	
* Water intake structure #3		Y	787	314	Completed	65	722	N	08/91	Y	0	
Jones Hole NFH		Y	2,750	0	0	350	2,400	N	05/91	Y	0	
Road rehabilitation												
Research Facilities												
Patuxent WRC												
Asbestos abatement		Y	4,300	1,600		0	0	2,700	N	10/91	Y	0	Phase II removal.
Hazardous waste cleanup		Y	Unknown	185 *		0	1,000	0	N	10/91	N	Unknown	Site investigation ongoing. * Resource Management funding.
Dam Safety												
Crab Orchard NWR	* 99	Y	7,935	665		0	0	7,270	N	11/90	Y	0	High hazard dam * Department ranking 04/89
Little Grassy Dam modification												
Wichita Mountains NWR	* 24	Y	11,258	5,458		0	0	5,800	N	03/91	Y	0	High hazard dam * Department ranking 04/89
Lake Elmer Thomas Dam												
Servicewide		Y	445	3,410		0	445	0	N	04/91	Y	450	Inspections conducted annually.
Reinspection of dams												
Advance Planning												
Servicewide		N/A	42	0		42	0	0	Y	10/90	Y	Unknown	General account for pay increases.
FY91 Pay increase												

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Selawik National Wildlife Refuge, Alaska

REGION: 7 (Anchorage, Alaska)

PROJECT TITLE: Aircraft Hangar at Kotzebue

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Hangar construction	1,625.0	-0-

PROJECT SCHEDULE:

Project start: October 1990
Project completion: September 1991

PROJECT JUSTIFICATION:

Project Description: An insulated and heated metal hangar (approximately 3,600 square feet) with bi-fold doors, suitable for storage of a Cessna 185 on wheel-floats and two other aircraft of similar size will be constructed. The hangar will be used by the National Park Service as well as the Fish and Wildlife Service. A tank/pump/hose system for dispensing aviation fuel will be required (two tanks, each with its own pump and hose). The hangar will be built on a site leased from the Alaska Department of Transportation. Site preparation will be required.

Project need: No hangar facilities are currently available for the agencies' use in Kotzebue. As a result, aircraft are unprotected from very low temperatures and drifting snow eight months a year and salt spray the other four months. Salt corrosion, freezing and thawing water in hinges and control surfaces, and iced surfaces on the aircraft create safety hazards to aircrews and increase maintenance costs. The hangar will provide a sheltered place in which to house the aircraft when not in use and also a place to maintain the aircraft.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Crab Orchard National Wildlife Refuge, Illinois

REGION: 3 (Twin Cities, Minnesota)

PROJECT TITLE: Cleanup of National Priority List (Superfund) Site

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Hazardous Waste Cleanup	6,000.0	Unknown

PROJECT SCHEDULE:

Project start: October 1990
Project completion: Unknown

PROJECT JUSTIFICATION:

Project Description: A remedial investigation/feasibility study initiated at Crab Orchard National Wildlife Refuge in Fiscal Year 1986 determined 7 locations of contamination, area limits of contamination, and contaminating agents. Based on the findings of the investigation, the Environmental Protection Agency (EPA) added the refuge to the National Priority List (NPL) in 1987. As a consequence of the NPL listing, the Department of the Interior and Sangamo Weston, Inc. jointly initiated a Remedial Investigation/ Feasibility Study (RI/FS), which will be completed in the late spring or early summer of 1990. The Comprehensive Environmental Response Compensation and Liability Act of 1980 (CERCLA or Superfund) and the Superfund Amendments and Reauthorization Act of 1986 (SARA) require that remedial action shall begin no later than 15 months after completion of the RI/FS. Therefore, it is estimated that the clean-up will have to commence no later than the summer of 1991.

The RI evaluated a total of 31 potentially contaminated sites and recommends proposed actions for each site. Thirteen sites have been determined to pose insignificant or negligible risks and are not recommended for further action, 8 are recommended for periodic monitoring, 3 are recommended for further evaluation by the Department of Defense, and 7 sites are being evaluated in the FS. Funding is requested to initiate clean-up of 3 sites where heavy metals are the identified hazardous waste. The remedial action will require extensive quality control of the waste handling and treatment process, sophisticated waste treatment systems and site monitoring to assure all hazardous wastes are removed, treated, and the site is certified "clean." Unless other responsible parties are identified, the Service will be responsible for the cost of heavy metals clean-up. Negotiations with the major responsible party on cleanup of the polychlorinated biphenyl wastes will

start in FY 1990. If these negotiations fail, the Department of the Interior will be liable for all cleanup costs and the Service will have to pursue additional funding to complete the cleanup. Total costs for cleanup based on the selection of a cleanup alternative, range between $6.1 to $27.1 million.

Project Need: Design and construction funding is needed to treat the heavy metal hazardous wastes. The Record of Decision will provide the offioial decision of the selected cleanup alternative, and it is expected to be issued in FY 1990. Cleanup of the hazardous waste at Crab Orchard must, by law, be initiated no later than the summer of 1991. Funding is requested to initiate cleanup based on the Record of Decision.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Alligator River National Wildlife Refuge, North Carolina

REGION: 4 (Atlanta, Georgia)

PROJECT TITLE: Bridge repairs/replacement

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Replace/15 unsafe wooden bridges	300.0	-0-

PROJECT SCHEDULE:

Project start: October 1990
Project completion: December 1991

PROJECT JUSTIFICATION:

Project Description: Funds would be used to replace 15 unsafe wooden bridges with culverts and water control structures. This project consists of constructing 8 water control structures and 7 culverts.

Project Need: There are fifteen existing wooden bridges over canals that allow access to the interior of the refuge. These bridges were built for timber operations before the refuge was acquired. All are in poor condition; some are impassible and need to be replaced with culverts or water control structures that will allow access to the entire refuge. Access is important to support refuge management activities including fire control. In the present condition the bridges are a threat to the safety of employees and the visiting public.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Mattamuskeet National Wildlife Refuge, North Carolina

REGION: 4 (Atlanta, Georgia)

PROJECT TITLE: Bridge rehabilitation

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Planning, design, and construction	176.0	-0-

PROJECT SCHEDULE:

Project start: October 1990
Project completion: September 1991

PROJECT JUSTIFICATION:

Project Description: Funds would be used for planning, design and rehabilitation of the existing unsafe bridge used for access to the refuge headquarters. The concrete components of the bridge are in good condition, but the wooden decking and railings are rotted, unsafe and need to be replaced.

Project Need: The bridge spans the main canal and connects the headquarters/residences with the local community. It is the only crossing point for staff and visitors. Approximately 20,000 visitors per year use the crossing and it is critical to the function of the refuge.

This project is part of the Secretary's Initiative Legacy 99.

26-624 O—90——27

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Tinicum National Environmental Center, PA

REGION: 5 (Boston, Massachusetts)

PROJECT TITLE: Hazardous Waste Cleanup

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Folcroft Landfill Waste Cleanup	1,000.0	Unknown

PROJECT SCHEDULE:

Project start: October 1990
Project completion: Unknown

PROJECT JUSTIFICATION:

Project Description: The Fish and Wildlife Service funded an investigation of the Folcroft Landfill at Tinicum NEC. The site work has been completed, but the final report is not finished. Following completion of the report in mid-1990, the Environmental Protection Agency (EPA) will determine if the site will become a National Priority List (NPL) or Superfund site. If the site is listed, the Service will have to undertake specific activities based on legislative requirements. It is anticipated that NPL status will add several million dollars to the cost for cleanup in order to prepare planning, remedial investigations, feasibility studies, and comply with the legislative requirements for cleanup of an NPL site. If the Folcroft Landfill is not listed on the NPL, funding will be used to make the landfill environmentally acceptable and safe for further development and public use. This would include such measures as capping the landfill or portions of it; selectively developing the area; and continuing contaminant monitoring of test wells. Specific measures to be undertaken, including preparation of a remedial investigation/feasibility study, will not be known until the Folcroft Landfill investigation report is evaluated and the Hazard Ranking Score calculated.

Project Need: Funding is needed to make the Folcroft Landfill environmentally acceptable and safe for public use. A portion of the funding will be used to undertake a remedial investigation/feasibility study if the site is listed on the NPL.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Regional Bridge Inspection and Design

REGION: 3 (Twin Cities, Minnesota)

PROJECT TITLE: Bridge Inspection/Design

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Inspection and design of bridges	342.0	Unknown

PROJECT SCHEDULE:

Project start: October 1990
Project completion: September 1991

PROJECT JUSTIFICATION:

Project Description: This project consists of inspection and re-inspection of bridges located throughout the Great Lakes region. The average age of these bridges is 40 years, with 95 bridges over 20 years old. Inspections are needed to determine if these bridges are safe and should remain in service. Of the 28 bridges inspected during 1988, five were closed immediately, and 20 required a restriction in allowable load limits for safety reasons.

Project Need: Funding is needed to complete initial and re-inspection of Region 3 bridges. Inspections need to be initiated in order to determine if the bridges are a threat to the safety of employees and the public. Design funds are needed to prepare plans, specifications, and construction cost estimates for replacement or major rehabilitation of five closed bridges located at Horicon, Muscatatuck, Rice Lake, and Squaw Creek National Wildlife Refuges. These bridges were identified as badly deteriorated during the 1988 inspections. Plans and cost estimates will be used as a basis for determining future construction funding needs for bridge repair and replacement where necessary.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Coleman National Fish Hatchery, California

REGION: 1 (Portland, Oregon)

PROJECT TITLE: Pollution Abatement

PROJECT DETAIL:

	($000 ESTIMATE) FY 1991	Future
Final design and construction of a second settling lagoon	713.0	-0-

PROJECT SCHEDULE:

Project Start: November 1990
Project Completion: October 1991

PROJECT JUSTIFICATION:

Project Description: Funds would be used to complete final construction drawings and a second settling basin.

Project Need: Normally, the Coleman Hatchery is able to meet the requirement of its NPDES discharge permit. However, the hatchery has, during the peak fish production season, reported numerous discharges in excess of permit limitations. This has led to the hatchery being cited once. To meet effluent quality standards, it is proposed to construct a second settling lagoon to ensure that discharge limitations are met. By also increasing hydraulic capacity to the lagoons, substantial reduction in time and manpower to clean fish rearing raceways is anticipated. Earlier problems with high sediment loads in the incoming water supply that exacerbated discharge quality problems have been corrected with completion of a sand settling basin. Expansion of the effluent treatment system will complete the project. Advance planning and studies have been completed including site and facility data and preliminary design criteria.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Coleman National Fish Hatchery, California

REGION: 1 (Portland, Oregon)

PROJECT TITLE: #3 Intake Structure

PROJECT DETAIL:

	($000 ESTIMATE) FY 1991	Future
Final design and construction for replacement of #3 intake structure	787.0	-0-

PROJECT SCHEDULE:

Project Start: October 1990
Project Completion: September 1991

PROJECT JUSTIFICATION:

Project Description: Funds would be used to complete final construction drawings and construct a water intake structure.

Project Need: Funding will be used to replace the #3 water intake structure and sill that supply water from Battle Creek to the water organization system and to the new broodstock holding pond and spawning facility. The intake structure and water diversion is part of the original 1940 hatchery construction, has deteriorated beyond normal repair and combined with river channel changes, is no longer reliable in diverting uninterrupted water supplies for fish propagation and broodstock holding. Funds were appropriated in FY 1986 to Coleman NFH to rehabilitate water supply facilities and to initiate disease-free water treatment (ozonation) capability to combat epizootic disease outbreaks. All other water treatment facilities for which funding was provided have been completed. The one remaining, unfinished portion of the project is to complete replacement of the #3 water intake structure and sill. Advance project planning and preliminary design have been completed.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Jones Hole National Fish Hatchery, Utah

REGION: 6 (Denver, Colorado)

PROJECT TITLE: Road Rehabilitation

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Final design and construction for road stabilization and resurfacing	2,750.0	-0-

PROJECT SCHEDULE:

Project start: November 1990
Project completion: August 1991

PROJECT JUSTIFICATION:

Project Description: Funding would be used to complete final construction drawings and award a construction contract for the stabilization and resurfacing of 14 miles of the hatchery entrance road.

Project Need: The Service owns and maintains a 14 mile long asphalt entrance road into the Jones Hole National Fish Hatchery. The road has deteriorated so badly it is in danger of becoming impassable if basic repair is not completed. The deteriorating road is of great concern because of the safety hazards to the visiting public, and the Service's need to make fish distribution into and out of the hatchery to meet mitigation responsibilities. To eliminate an extremely hazardous condition and to prevent further deterioration and subsequent loss of the road, it is necessary to stabilize the road base and resurface the entire 14 mile roadway with asphalt.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Patuxent Wildlife Research Center, Laurel, Maryland

REGION: 8 (Research and Development)

PROJECT TITLE: Pollution Abatement

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Asbestos removal	2,700	0.0

PROJECT SCHEDULE:

Project start: January 1991
Project completion: September 1991

PROJECT JUSTIFICATION:

Project Description: According to Engineering estimates, additional funding of $2,700,000 is required in order to complete removal of deteriorated and delaminating asbestos products (insulation, fire-proofing, acoustical surfaces) and to clean or replace contaminated lighting fixtures, plumbing, and ventilation system components. The Gabrielson asbestos abatement project consists of two primary components. The first component, already budgeted and scheduled for completion in Fiscal Year 1990, is to remove asbestos in the boiler room, machinery areas in the attic, storage/archive area, mini-computer area, lobby/vestibule area, and Director's office. The additional $2,700,000 will be used to complete the removal of asbestos from the laboratory and complete asbestos related reconditioning necessary to allow reoccupancy. It will be used to fund removal of asbestos from all other areas of the building, including the east wing of the ground floor, and the entire first and second floors, as well as to complete necessary lighting, plumbing, ventilation and mechanical system decontamination or replacement as appropriate.

Project Need: Sprayed-on asbestos fire-proofing material is falling off the ceilings, walls, and attic spaces throughout the Gabrielson laboratory. Encapsulation is not feasible, since the material is no longer adhering to the building surfaces. Removal of the asbestos material and replacement with approved fire-proofing is needed. Lighting, plumbing, and ventilation systems must be decontaminated or replaced in order to ensure a clean, asbestos-free work environment.

An amount of $1,600,000 was appropriated in FY 1988 for asbestos abatement. It has since been determined that the magnitude of the problem is far greater than originally estimated and that encapsulation is not feasible, and an additional $2,700,000 is needed to complete the asbestos removal and associated reconditioning to allow reoccupancy.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Patuxent Wildlife Research Center, Laurel, Maryland

REGION: 8 (Research and Development)

PROJECT TITLE: Hazardous Waste Cleanup

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Remedial Investigation/Feasibility Study	1,000.0	Unknown

PROJECT SCHEDULE:

Project start: October 1990
Project completion: September 1991

PROJECT JUSTIFICATION:

Project Description: The Service is currently conducting a site investigation of the chemical leachfield located on the grounds of the Patuxent Wildlife Research Center. The results of this investigation, which should be available in 1990 will provide a clear understanding of the nature, size, and scope of the contaminant problem. Waste acids, solvents, bases, and chemical samples were disposed of and may have accumulated in the leachfield. Preliminary indications are that the field contains elevated levels of lead, chromium, copper and PCBs. Funding is requested to plan and design and initiate the leachfield clean-up.

Project Need: The chemical leachfield at Patuxent Wildlife Research Center is currently undergoing site investigation. The results of the investigation will be the basis for identification of the total costs and scope of cleanup actions. Funding is requested to plan and design and initiate cleanup based on the investigation results which will be available in 1990.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Crab Orchard National Wildlife Refuge, Illinois

REGION: 3 (Twin Cities, Minnesota)

PROJECT TITLE: Little Grassy Dam

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Modification to dam	7,270.0	-0-

PROJECT SCHEDULE:

Project start: November 1990
Project completion: July 1991

PROJECT JUSTIFICATION:

Project Description: Funds would complete necessary modifications including raising the dam, making remedial repairs to an existing spillway, constructing left and right auxiliary spillways and replacing a regulating valve.

Project Need: Little Grassy Dam was built in 1943 and is classified as a high hazard dam.

In 1978, the Bureau of Reclamation performed an in-depth safety evaluation of this structure. In 1982, a Safety Evaluation of Existing Dams (SEED) investigation was completed by the Service. These reports identified numerous deficiencies with the dam and serve as the basis for the proposed rehabilitation work. The most serious deficiency involves the existing spillway which will not handle a probable maximum flood without overtopping of the dam. Overtopping of the dam could possibly result in failure of the structure and a significant loss of life and property.

This dam is located 0.2 miles upstream of the multi-million dollar Little Grassy State Fish Hatchery, private residences and other structures. In the event of failure there would be extensive damage to surrounding public highways, utilities and agricultural interests. Identified modifications would bring this dam into compliance with Federal dam safety standards.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Wichita Mountains National Wildlife Refuge, Oklahoma

REGION: 2 (Albuquerque, New Mexico)

PROJECT TITLE: Lake Elmer Thomas Dam

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Construction of new dam	5,800	-0-

PROJECT SCHEDULE:

Project start: October 1990
Project completion: September 1992

PROJECT JUSTIFICATION:

Project Description: In FY 1983, $530,000 was appropriated for remedial work at this dam including removal of the outlet control structure, replacement of riprap, sealing the outlet pipe with concrete to fill a void in the dam embankment, and installation of an early warning system. During FY 1987 and 1988, an additional $233,000 was expended to initiate an in-depth analysis of the dam. An emergency situation developed in November 1987 as a result of increased seepage through the dam embankment. A decision was made to drain the lake to relieve the unsafe condition. Since the dam did not have a functional outlet, the lake was lowered via pumping and is currently being maintained at a safe level. Under authority of Section 102 of the FY 1988 Department of the Interior and Related Agencies Appropriation Act, $1,695,000 was transferred from the Service's Land Acquisition account for implementation of emergency measures and feasibility studies at Lake Elmer Thomas Dam. Studies of alternative remedial measures (including dam removal and replacement) were completed in October 1988. The FY 1990 request for $3,000,000 will be used to complete final plans and designs associated with the preferred alternative and to initiate remedial measures. The FY 1991 request for $5,800,000 will be used to construct the 100-year flood control dam and reclaim the reservoir area. If Ft. Sill participates in joint funding of this project, the requested funding will be for the Service's share of constructing the full height dam. Consistent with Congressional direction, the Service is negotiating with the Department of Defense for joint funding of Lake Elmer Thomas Dam.

Project Need: Lake Elmer Thomas Dam is classified as a high hazard dam. It is located approximately 0.3 miles upstream of the City of Medicine Park, Oklahoma. The consequences of dam failure would be severe, with extensive property damage and loss of life likely. The Service is requesting funding for construction of a roller compacted concrete dam that will provide protection up to the 100-year recurrence flood.

This project is part of the Secretary's Initiative Legacy 99.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM

PROJECT: Dam Safety

REGION: Servicewide

PROJECT TITLE: Dam Inspection

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Routine reinspection of Service-owned dams	445.0	(continued annually)

PROJECT SCHEDULE:

Project start: April 1991
Project completion: March 1992

PROJECT JUSTIFICATION:

Project Description: Reinspections of 49 dams are scheduled in FY 1991, of which 24 are formal 4 or 5 year reinspections, and 25 are intermediate 2 or 3 year reinspections. Of these inspections, 3 are for high hazard dams, 11 for significant hazard dams, and 35 are for low hazard dams. Emergency Action Plans will be tested for accuracy and adequacy at 28 dams. In addition, 28 Standing Operating Procedures will be reviewed and updated.

Project Need: In order to continue to meet the requirements of Secretarial Order No. 3048, and the President's memorandum of October 4, 1979, the Service must reinspect Service-owned dams which were initially inspected in FY 1982 and FY 1983.

This project is part of the Secretary's Initiative Legacy 99.

FY 1991
AMERICA THE BEAUTIFUL
COMPREHENSIVE CONSTRUCTION FUNDING TABLE

01/22/90

ACTIVITY/STATION/PROJECT TITLE	RANK	DO WE OWN LAND? Y/N	TOTAL ESTIMATED COST ($000)	TOTAL APPROP.'D THRU FY90 ($000)(a)	FY 1991 Budget: ADVANCE PLANNING PORTION ($000)(b)	FY 1991 Budget: PROJECT PLANNING PORTION ($000)(b)	FY 1991 Budget: CONSTRUCTION PORTION ($000)	CAN PHASE OR PHASE MORE? (c)	EST. AWARD DATE	WILL FY91 FUNDING $ COMPLETE? Y/N	POST FY91 NEEDS? ($000)	REMARKS
Wildlife Refuges												
Okefenokee NWR, Georgia Replacement of bridges		Y	3000	840	100	600	1400	Y	11/91	N	0	
Crab Orchard NWR, Il Planning-restore sewage plant		Y	Unknown	0	90	0	0	N	-	N	Unknown	Cost unknown pending study results.
Lacassine NWR Repair sewage system		Y	133	0	10	40	83	N	06/91	Y	0	

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U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM
AMERICA THE BEAUTIFUL

PROJECT: Okefenokee National Wildlife Refuge, Georgia/Florida

REGION: 4 (Atlanta, Georgia)

PROJECT TITLE: Perimeter Road and Bridges

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Design and construction of bridges and road	2,100.0	-0-

PROJECT SCHEDULE:

Project start: October 1990
Project completion: September 1992

PROJECT JUSTIFICATION:

Project Description: Funds would be used for design and construction of 18 bridges on Perimeter Road. The dirt road is approximately 210 miles long. A total of 10 miles of this road are below grade and would be repaired. A total of 18 bridges, varying in length from 30 feet to 280 feet, would be repaired or replaced.

Project Need: Perimeter Road was originally constructed for the purpose of supporting fire protection activities in the Okefenokee Swamp and adjoining lands. Because of the current conditions of the road and bridges, fire equipment must be directed over long detours. These delays could result in additional damages to resources and could cause the loss of escape routes and endanger fire fighting personnel. The Service is currently conducting initial planning and design for repair of the road and bridges. The estimate to complete the project is $3,000,000; however, the Service will address highest priority needs with the $2.1 million request.

This project is part of the Secretary's Initiative Legacy 99 - America the Beautiful.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM
AMERICA THE BEAUTIFUL

PROJECT: Crab Orchard National Wildlife Refuge, Illinois

REGION: 3 (Twin Cities, Minnesota)

PROJECT TITLE: Sewage Treatment Facilities Study and Design

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Planning and Design	90.0	Unknown

PROJECT SCHEDULE:

Project start: October 1990
Project completion: September 1991

PROJECT JUSTIFICATION:

Project Description: This project consists of a planning study to evaluate sewage treatment facilities in the vicinity of Crab Orchard National Wildlife Refuge and to determine future needs of the Service and the Federal Prison at Marion, Illinois. The present treatment facility on Crab Orchard National Wildlife Refuge serves the refuge, the industrial complex located on the refuge, and the Marion Prison. The approved Crab Orchard Industrial Policy calls for the eventual phase-out of sewage treatment facilities on the refuge and the use of non-Service operated and maintained facilities. This study will evaluate other facilities available in the area, the future needs for treatment facilities by the Service and the prison, and an evaluation of rehabilitating or replacing the present facility together with support systems of lift stations and collection lines.

Project Need: Planning and design funding is needed to identify alternatives available for treatment facilities, to assess needs, and to provide preliminary designs and construction cost estimates for a facility that would utilize available technology to comply with regulation requirements. The present facility is 50 years old and indications are that failure of one or more of the components is imminent. As the plant currently handles the disposal needs of the refuge, an industrial complex, and the Marion Federal Prison, failure of the system could threaten the health and safety of Service employees, the prisoners and the public.

This project is part of the Secretary's Initiative Legacy 99 - America the Beautiful.

U.S. FISH AND WILDLIFE SERVICE
FISCAL YEAR 1991 CONSTRUCTION PROGRAM
AMERICA THE BEAUTIFUL

PROJECT: Lacassine National Wildlife Refuge, Louisiana

REGION: 4 (Atlanta, Georgia)

PROJECT TITLE: Domestic Sewage System Replacement

PROJECT DETAIL:

	($000 estimate) FY 1991	Future
Planning design and construction	133.0	-0-

PROJECT SCHEDULE:

Project start: October 1990
Project completion: September 1991

PROJECT JUSTIFICATION:

Project Description: Funds would be used to plan, design and construct a sewage collection, treatment, and disposal system for the headquarters area of the refuge. The system would consist of a parallel extended aeration system, lift station, and an above ground contained drain field.

Project Need: The existing system is old and fails to meet the effluent requirements of the State of Louisiana Department of Health and Human Resources. There is difficulty in securing the necessary replacement parts for the existing system and the remoteness of the refuge makes repairs to the system and testing of the effluent very costly. It would be more cost effective to replace the entire system.

This project is part of the Secretary's Initiative Legacy 99 - America the Beautiful.

Justification of Program and Performance

Activity: Anadromous Fish Conservation Act Grants-in-Aid

(Dollar Amounts in Thousands)

Program Elements	FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
Grants to States	$ 1,410	1,399	0	0	0
General Administration	$ 90	89	0	0	0
Emergency Striped Bass Study	$ 300	298	0	0	0
Total Requirements	$ 1,800	1,786	0	0	0
	FTE (0)	(0)	(0)	(0)	(0)

Impact of Public Law 99-177:

	FY 1990 Enacted to Date	P.L. 99-177 Reduction	FY 1990 Adjusted Approp.
Grants to States	1,410	-11	1,399
Grant Administration	90	-1	89
Emergency Striped Bass Study	300	-2	298
Total	1,800	-14	1,786

As a result of the $14,000 P.L. 99-177 reduction, project grants to States will be reduced by $11,000. This will be achieved by not funding $11,000 of the lowest priority project proposals submitted by the States. The $1,000 reduction in grant administration will be accommodated by reducing travel, technical engineering services/review, and general project monitoring. The reduction of $2,000 for the Striped Bass Study will result in eliminating less essential research activities.

Authorization: 16 U.S.C., 757a-757g, Anadromous Fish Conservation Act - Authorizes the Secretary of the Interior to enter into cooperative agreements with and provide grants to the States and certain other non-Federal interests for conservation, development, and enhancement of the Nation's anadromous fish resources, including fish in the Great Lakes and Lake Champlain that ascend streams to spawn. The Act is administered jointly with the National Marine Fisheries Service (NMFS) of the Department of Commerce.

Objective: To restore, conserve, and enhance anadromous fishery resources of the Nation and the fishery resources of the Great Lakes and Lake Champlain that ascend streams to spawn.

Program Description: The Anadromous Fish Conservation Program provides financial grants to States and other non-Federal entities for projects that further the purposes of the Act. Funds are appropriated to the Fish and Wildlife Service (Service) and NMFS, which work closely in developing resource objectives and project criteria in administration of the program. The Federal cost-sharing formula for Anadromous Fish Conservation Act grants is as follows:

Up to 50 percent Federal funding for single projects undertaken by individual States.

Up to 66 2/3 percent Federal funding for multi-state projects that entail coordination among two or more States and address common resources.

Up to 90 percent Federal funding for interstate projects undertaken to implement resource plans developed by the Atlantic States Marine Fisheries Commission; the Gulf States Marine Fisheries Commission; and the Pacific States Marine Fisheries Commission.

State grant funds can be used for construction, research, production, facility operation and maintenance, coordination, and planning. Principal species currently addressed by grant projects are Pacific and Atlantic salmon, steelhead trout, striped bass, river herring, American shad, and sturgeon.

Grant Administration funds are used by Service Regional Offices for planning, technical project review and approval, and coordination of project development and implementation. No FTE requirement is identified for this function because it is handled as a collateral duty by personnel in the Washington and Regional offices, with no adverse impact on the grant process or program.

Section 7 of the Anadromous Fish Conservation Act authorized the Emergency Striped Bass Study of FY 1979 to determine causes of drastic declines of the striped bass populations of the Mid-Atlantic coast. The cooperative study is funded through both the Service and NMFS. Projects include investigations of the effects of contaminants on striped bass, factors affecting striped bass food organisms, the role of fishing mortality in striped bass population declines, identification of major predators of juvenile striped bass, the predator-prey relationship of striped bass and other fish species, and overall stock assessment of striped bass.

Changes for FY 1991

Program Elements		FY 1990 Enacted	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
Grants to States	$000	1,410	0	0	0
General Administration	$000	90	0	0	0
Emergency Striped Bass Study	$000	300	0	0	0
Total Requirements	$000	1,800	0	0	0
	(FTE-T)	(0)	(0)	(0)	(0)

One of the original objectives of the Anadromous Fish Conservation Act grant program was to encourage interstate cooperation in the management of anadromous fish resources that migrate through and fall under the jurisdiction of two or more States at different stages of their life cycle. In recent years, a number of commissions, compacts and/or other entities have been created that serve to ensure necessary interjurisdictional cooperation without the incentive provided by the Anadromous Fish Conservation Act grant program. Also, legislation (Wallop-Breaux) significantly expanded the Sport Fish Restoration Program (D-J), in 1986 requiring more consideration of marine and anadromous fishery needs under that program.

Additionally, the causes of the Atlantic striped bass decline have been adequately described to implement effective recovery actions, relieving the "emergency" situation that resulted in funding for the Emergency Striped Bass Study. A Striped Bass Management Plan has been adopted by the Atlantic States Marine Fisheries Commission to address striped bass declines and Maryland, Virginia, and the Service have initiated a program to evaluate the use of artificial propagation to restore Chesapeake Bay striped bass stocks. Funds appropriated in FY 1990 are adequate to complete the currently scheduled research under the Emergency Striped Bass Study and no funds for this study are needed in FY 1991.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Construction and Anadromous Fish	1991 Base		1991 Estimate		Inc(+)/Dec(-)	
Object Class	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
11. Personnel compensation						
11.1 Permanent positions	48		63	2,016	15	2,016
11.3 Other than full-time permanent	10		6	300	(4)	300
11.5 Other personnel compensation				62	0	62
11.8 Special personal services payments				30		30
Total personnel compensation	58	0	69	2,408	11	2,408
Other Objects						
12.1 Civilian personnel benefits				483		483
21.0 Travel and transportation of persons				485		485
22.0 Transportation of things				72		72
23.2 Rental payments to others				25		25
24.0 Printing and reproduction				77		77
25.0 Other services		300		11,723		11,423
26.0 Supplies and materials				831		831
31.0 Equipment				1,028		1,028
32.0 Land and structures				15,985		15,985
41.0 Grants, subsidies, and contributions		1,500				(1,500)
Total Requirements	58	1,800	69	33,117	11	31,317

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STANDARD FORM 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
CONSTRUCTION [AND ANADROMOUS FISH]

Program and financing (in thousands of dollars)

Identification code 14-1612-0-1-303	1989 act.	1990 est.	1991 est.
Program by activities:			
Construction and rehabilitation:			
00.01 Refuges	9,250	10,582	10,733
00.02 Hatcheries	9,531	6,132	7,112
00.03 Fishery research facilities	10,160	3,709	5,115
00.04 Dam safety	3,594	6,777	5,019
00.05 Wildlife research facilities	2,980	4,003	6,056
00.06 Construction, rehabilitation and maintenance planning	216	238	60
00.07 Anadromous fish	2,653	1,400	285
10.00 Total obligations	38,384	32,841	34,380
Financing:			
17.00 Recovery of prior year obligations	-820		
21.40 Unobligated balance available, start of year	-8158	-11729	-47623
24.40 Unobligated balance available, end of year	11,729	47,623	46,360
39.00 Budget authority	41,135	68,735	33,117

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
CONSTRUCTION [AND ANADROMOUS FISH]

Program and financing (in thousands of dollars)

Identification code 14-1612-0-1-303	1989 act.	1990 est.	1991 est.
Budget Authority:			
40.00 Appropriation	31,834	58,560	33,117
40.00 Reduction pursuant to P.L. 99-177		-462	
41.00 Transferred to other accounts	-18999		
42.00 Transferred from other accounts	28,300	10,637	
43.00 Appropriation (adjusted)	41,135	68,735	33,117
Relation of obligations to outlays:			
71.00 Obligations incurred, net	38,384	32,841	34,380
72.40 Obligated balance, start of year	37,674	34,353	25,946
74.40 Obligated balance, end of year	-34353	-25946	-5615
78.00 Adjustments in unexpired accounts	-820		
90.00 Outlays	40,885	41,248	54,711

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
CONSTRUCTION [AND ANADROMOUS FISH]

Object Classification (in thousands of dollars)

Identification code 14-1612-0-1-303		1989 act.	1990 est.	1991 est.
	Personnel compensation:			
11.1	Full-time permanent	2,514	1,982	2,016
11.3	Other than full-time permanent	291	300	300
11.5	Other personnel compensation	114	62	62
11.8	Special personal service payments	26	30	30
11.9	Total personnel compensation	2,945	2,374	2,408
12.1	Civilian personnel benefits	530	475	483
21.0	Travel and transportation of persons	542	485	485
22.0	Transportation of things	45	72	72
23.2	Rental payments to others	36	25	25
24.0	Printing and reproduction	30	77	77
25.0	Other services	18,411	9,703	12,986
26.0	Supplies and materials	495	831	831
31.0	Equipment	748	1,028	1,028
32.0	Land and structures	12,775	15,985	15,985
41.0	Grants, subsidies, and contributions	1,821	1,786	
42.0	Insurance claims and indemnities	6		
99.9	Total obligations	38,384	32,841	34,380

STANDARD FORM 300 . . . . . DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
CONSTRUCTION [AND ANADROMOUS FISH]
PERSONNEL SUMMARY

Identification code 14-1612-0-1-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	48	63	63
Total compensable workyears:			
Full-time equivalent employment	58	73	69
Full-time equivalent of overtime and holiday hours	2	1	1
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

STANDARD FORM 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
CONSTRUCTION

Program and financing (in thousands of dollars)

Identification code 14-1612-2-1-303	1989 act.	1990 est.	1991 est.
(Proposed for later transmittal, proposed legislation)			
Program by activities:			
10.00 Total obligations (object class 25.0)			-2167
Financing:			
40.00 Budget authority (appropriation)			-2167
Relation of obligations to outlays:			
71.00 Obligations incurred, net			-2167
74.40 Obligated balance, end of year			1,734
90.00 Outlays			-433

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Appropriation Summary Statements

Appropriation: Land Acquisition

The primary purpose of the land acquisition program funded through this appropriation is to protect nationally important wetlands, important fish and wildlife habitat for preservation and recovery of listed endangered and threatened species and other important wildlife and plant species, and for public use and enjoyment. Acquisition of lands, waters, or interests therein specifically or generally authorized by Acts of Congress are accomplished when no alternative to acquisition is available to meet the protection and preservation objectives.

Funds have been requested for land acquisition projects, acquisition management and for those support activities associated with non-purchase alternatives. The request will support the ongoing acquisition program with funding for staff and technical and administration costs required to complete obligations of previous appropriations.

The total amount of $56,700,000 is a request under a proposed law within the Department's America the Beautiful account. To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called America the Beautiful. The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Land Acquisition

For expenses necessary to carry out the provisions of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. or 4601-4-11), including administrative expenses, and for acquisition of land or waters, or interest therein, in accordance with statutory authority applicable to the United States and Fish and Wildlife Service, [$67,990,000] $56,700,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

(Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Langauge Changes

1. "... and for acquistion of land or waters, or interest therein, in accordance with statutory authority applicable to the United States Fish and Wildlife Service, [$67,990,000] $56,700,000"

This language is proposed for land acquistion projects to acquire approximately 49,967 acres which total $56,700,000.

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: Land Acquisition

For expense necessary to carryout the provisions of the Land and Water Conservation Fund Act, 1965, as amended (16 U.S.C. 4601-4-11), including administrative expenses, and for acquisition of land or waters, or interest therein, in accordance with statutory authority applicable to the United States Fish and Wildlife Service, [$67,990,000] $56,700,000 to be derived from the Land and Water Conservation Fund, to remain available until expended.

Appropriation Land Citations Explanations

16 U.S.C. 460k-1 the Recreation Use of Conservation Act of 1962, as amended, authorizes acquisition of areas which are adjacent to, or within existing fish and wildlife conservation areas administered by the Department of Interior and suitable for (1) incidental fish and wildlife-oriented recreational development, (2) the protection of natural resources, (3) the conservation of listed threatened or endangered species, or (4) carrying out two or more of the above.

16 U.S.C. 4601-4-11 the Land and Water Conservation Fund Act of 1965, as amended most recently by the 1988 Budget Reconciliation Act of 1988 (P.L. 100-203), provides funding authority for appropriation to the Fish and Wildlife Service to acquire land, waters, or interests in land and waters as otherwise authorized by law.

16 U.S.C. 742f-a-5 the Fish and Wildlife Act of 1956, as amended, authorizes acquisition of additions to the National Wildlife Refuge system for the development, management, advancement, conservation, and protection of wildlife resources.

16 U.S.C. 1534 the Endangered Species Act of 1973 authorizes the acquisition of lands, waters, or interests therein for the conservation of listed fish, wildlife and plants including those which are listed as endangered or threatened species with Land and Water Conservation Fund Act Funds.

16 U.S.C. 3901 the Emergency Wetlands Resources Act of 1986 authorizes the purchase of wetlands, consistent with the wetlands priority conservation plan.

P.L. 100-240 amends the National Fish and Wildlife Foundation Act to authorize appropriations of up to $5,000,000 annually for fiscal years 1988-1993 to match non-Federal contribution for land acquisition. Imposes conditions on the use Federal funds by the Foundation.

SUMMARY OF REQUIREMENTS
(Dollar amounts in thousands)

Appropriation: Land Acquisition

	FTE-T	Amount	FTE-T	Amount
Appropriation currently available FY 1990			58	67,990
P.L. 99-177 B.A. cancellation		-		0
Adjusted FY 1990 Appropriation			58	67,990
ADJUSTMENTS TO BASE:				
Adjustment for 1990 Impact of P.L. 99-177	0	0		
Other Adjustments	0	0		
Total, Adjustments to Base			0	0
1991 Base Budget			58	67,990
Program Changes (Changes to base budget, detailed below....				
Current Law			58	67,990
Proposed Law (ATB) Increment below Current Law			4	(11,290)
Total, Program Changes			4	(11,290)
Total Requirements (1991 Estimate)			62	56,700

Comparison by Activity/Subactivity

	1990 Appropriation		1991 Base Budget		1991 Estimate		Change from 1991 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Land Acquisition								
Acquisition Management	58	3,000	58	3,000	62	7,500	4	4,500
Emergency Wetlands Resources Act		30,730		30,730		20,875		(9,855)
Endangered Species Act		13,560		13,560		7,300		(6,260)
Fish and Wildlife Act		10,350		10,350		10,150		(200)
Refuge Recreation Act		0		0		0		0
Specifically Legislated		8,850		8,850		9,375		525
Inholdings		1,500		1,500		1,500		0
	58	67,990	58	67,990	62	56,700	4	(11,290)
Subtotal, Current Law						67,990		
Proposed Law (ATB) Increment Below Current Law						(11,290)		
Total, Appropriation	58	67,990	58	67,990	62	56,700	4	(11,290)

Justification of Program and Performance

Activity: Land Acquisition

Proposed Law:
America the Beautiful:

(Dollar Amount in Thousands)

	FY 1990 Enacted To Date	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Federal Refuge Lands:				
Emergency Wetlands Resources Act	30,730	30,730	20,875	-9,855
Endangered Species Act	13,560	13,560	7,300	-6,260
Fish and Wildlife Act	10,350	10,350	10,150	-200
Refuge Recreation Act	0	0	0	0
Specifically Legislated	8,850	8,850	9,375	+525
Inholdings	1,500	1,500	1,500	0
Subtotal ($)	64,990	64,990	49,200	-15,790
Acquisition Management	3,000	3,000	7,500	+4,500
Subtotal ($)	3,000	3,000	7,500	-11,290
(FTE-T)	(58)	(58)	(62)	(+4)
Subtotal, Current Law			[67,990]	
Proposed Law (ATB) Increment below current Law			[-11,290]	
TOTAL ($)	67,990	67,990	56,700	-11,290
(FTE-T)	(58)	(58)	(62)	(+4)

Federal Refuge Lands

Authorization: 16 U.S.C. 460k-4-11, The Land and Water Conservation Fund Act of 1965, as amended, provides funding authority for appropriations to the Fish and Wildlife Service to acquire land, waters, or interests in land or waters as otherwise authorized by law. Congress has specifically authorized the acquisition of the following national wildlife refuges:

Tinicum, PA (P.L. 92-326, 86 Stat. 391, as amended)
San Francisco Bay, CA (P.L. 92-330, 86 Stat. 399, as

amended) Great Dismal Swamp, NC and VA (P.L. 93-402, 86 Stat. 793) Minnesota Valley, MN (P.L. 94-466, 90 Stat. 1993) Bon Secour, AL (P.L. 96-267, 94 Stat. 483)
Tensas, LA (P.L. 96-285, 94 Stat 595)
Bogue Chitto, IA (P.L. 96-288, 94 Stat. 603)
Alaska Maritime, AK (P.L. 96-487, 94 Stat. 2501)
Bandon Marsh, OR (P.L. 97-137, 95 Stat. 1709)
Protection Island, WA (P.L. 97-333, 96 Stat. 1623)
Atchafalaya, LA (P.L. 98-548, 98 Stat. 2774)
Stewart B. McKinney, Ct (P.L. 98-548, 98 Stat. 2774)
Bayou Sauvage, LA (P.L. 99-645, 100 Stat. 3590)
Pettaquamscutt, RI (P.L. 99-610)

The Endangered Species Act of 1973 (16 U.S.C. 1534) authorizes the acquisition of land, waters, or interests therein for the conservation of listed fish, wildlife and plants, including those which are listed as endangered or threatened species, with Land and Water Conservation Fund Act funds.

The Fish and Wildlife Act of 1956, as amended (16 U.S.C. 742f-a-5) authorizes acquisition of additions to the National Wildlife Refuge system for the development, management, advancement, conservation, and protection of wildlife resources.

The Recreational Use of Conservation Areas Act of 1962, as amended (16 U.S.C. 460k-1) authorizes acquisition of areas which are adjacent to, or within, existing fish and wildlife conservation areas administered by the Department of the Interior, and suitable for (1) incidental fish and wildlife-oriented recreational development, (2) the protection of natural resources, (3) the conservation of listed, threatened or endangered species, or (4) carrying out two or more of the above.

The Land and Water Conservation Fund was reauthorized by the 1988 Budget Reconciliation Act (P.L. 100-203).

The Emergency Wetlands Resources Act of 1986 (16 U.S.C. 3901) authorizes the purchase of wetlands, consistent with the wetlands priority conservation plan.

Objectives: To protect nationally important wetlands, fish and wildlife habitat for public use and enjoyment, and for wildlife conservation purposes by acquiring lands, waters, or interests therein as authorized by Acts of Congress and in accordance with policies and procedures prescribed by Congress in the authorizing legislation.

Current Program: The Fish and Wildlife Service acquires, through appropriated funds, lands and waters and interest therein which aid in meeting the objectives of several Service programs. Emphasis is placed on acquiring important fish and wildlife habitat specifically authorized by Acts of Congress, habitat for the conservation of listed endangered and threatened species, nationally important wetlands, and additions to existing national wildlife refuges.

Acquisition Management ($3,000,000/58 FTE). Acquisition management, in addition to related acquisition costs and base staff salaries, provides funding for new area studies, planning for additions to existing areas, study of environmental impacts of land protection actions, coordination of actions with the public, and private organizations, landowners, and other public agencies in an effort to preserve valuable habitat. Activities also include the processing of cooperative agreements, exchanges, donations, transfers from other Federal agencies, and other non-purchase acquisition alternatives. Also, in recent years the Division of Realty has taken on new responsibilities with respect to contaminant surveys and lands acquired through the operation of the Farm Bill.

The Service's basic policy is to acquire land only when other means (regulatory controls such as zoning, permits, and ordinances or leasing) of achieving program goals and objectives are not appropriate, available, or effective. When lands are to be purchased, the minimum interests necessary to reach management objectives are acquired. If fee title acquisition is required, full consideration is given to extended use reservations, exchanges, or other alternatives that will lessen the impact on the owner and the community.

Acquisition proposed by fee-title, easement or lease is processed through the Service's Land Acquisition Priority System (LAPS). LAPS ranks proposed acquisitions primarily by species/habitat priorities. Other factors which are considered are degree and type of threat, contribution to national goals, opportunity to acquire land, relationship to refuge management goals, acquisition status, and development requirements.

The Service utilizes its land exchange authority as an alternative to land purchase. Although exchanges are difficult to negotiate and to reach an agreement with landowners, the Service obtained 4 exchange agreements during FY 1989.

Donations of fish and wildlife habitat or interests therein are also encouraged and accepted when they contribute to meeting objectives. During the six-year period of FY 1984 through FY 1989, the Service accepted 125,000 acres into the National Wildlife Refuge System by donations. These donations involved areas such as, Alligator River, National Key Deer, and Crocodile Lake National Wildlife Refuges.

Inholdings, $1,500,000/1,500 acres FY 1991 Program:

The inholdings line item was designed to be used for the unscheduled acquisition opportunities on established projects that do not have an active land acquisition program and for which funds would likely not be sought as a budget item. In addition, budgeted projects could also be considered when there are landowner hardships, emergencies, or other valid reasons for immediate acquisition. The requested $1,500,000 will provide for the acquisition of about 1,500 acres at 15 to 20 refuges in as many states.

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Land Acquisition Accomplishments

Federal Refuges	1989 Actual	1990 Estimate	1991 Estimate
Endangered Species (Acres)	16,208	9,920	6,524
Fish and Wildlife Activity (Acres)	26,837	7,160	10,100
Refuge Prevention Use Act (Acres)	16,137	0	0
Specifically Legislated (Acres)	22,533	1,950	5,850
Emergency Wetlands (Acres)	0	45,555	25,993
Inholdings (Acres)	1,500	1,500	1,500
TOTAL	83,215	66,085	49,967

FY 1991 Program: The Service proposes to acquire approximately 49,967 acres with the $49,200,000 requested for land acquisition. The following projects are presented within the various authorities. The rankings are based on application of Departmentwide selection criteria.

FY 1991 PROPOSED ACQUISITION

PROJECT/STATE	($000)	ACRES	DOI RANK
EMERGENCY WETLANDS ACT:			
A.C.E. Rivers, SC	1,500	1,500	145
Alligator River, NC	500	1,250	60
Cape May, NJ	3,500	1,400	22
Chase Lake Prairie, ND	1,000	5,000	56
Chincoteague, VA	1,000	1,900	52
Crystal River, FL	500	1,000	91
Cypress Creek, IL	1,000	1,500	123
Edwin B. Forsythe, NJ	1,000	125	179
Great Swamp, NJ	1,375	75	42
J. N. Ding Darling, FL	2,500	43	37
Klamath Forest, OR	1,000	2,700	134
Lake Thompson, SD	1,000	5,000	27
Rachel Carson, ME	2,000	300	31
Rainwater Basin, NE	1,000	1,200	58
Sublette Meadows, WY	2,000	3,000	67
	20,875	25,993	

ENDANGERED SPECIES ACT:			
Bear Valley, OR	800	774	157
James River, VA	2,000	3,500	77
Lamar Peninsula, TX(Aransas)	1,500	800	68
National Key Deer, FL	1,000	100	unranked
Sacramento River, CA	2,000	1,350	14
	7,300	6,524	
FISH AND WILDLIFE ACT:			
Lower Rio Grande Valley, TX	6,900	5,300	10
Lower Suwannee, FL	2,000	4,000	19
Ohio River Islands, WV	1,250	800	125
	10,150	10,100	
SPECIFICALLY LEGISLATED:			
Bogue Chitto, MS/LA	1,000	3,600	69
Minnesota Valley, MN	2,000	500	43
Pettaquamscutt, RI	2,500	780	18
San Francisco Bay, CA	3,000	850	9
Tinicum NEC, PA	875	120	44
	9,375	5,850	
INHOLDINGS:	1,500	1,500	--
Total Refuge Lands	49,200	49,967	

COMPREHENSIVE LAND ACQUISITION TABLE
($000)

Project and Location (Park, Refuge, Site)	DOI Rank	Est. Unoblig Balances as of 9/30/90 $/acres	FY 1991 Budget $/acres	% of total acreage to be acq. by 9/30/91	Total Acres Remaining to be acq. after FY 91	Benefits	Remarks
Emergency Wetland Act:							
A. C. E. River NWR, SC	145	0/0	1,500/1,500	17	15,000	Wetlands	Tidal Marsh
Alligator River, NC	60	0/0	500/1,250	91	20,000	Wetlands	High public visibility
Cape May, NJ	22	0/0	3,500/1,400	27	11,200	Wetlands	Part of North American Waterfowl plan.
Chase Lake Prairie, ND	56	0/0	1,000/5,000	6	112,000	Wetlands	Joint Venture project
Chincoteague, VA	52	0/0	1,000/1,900	98	285	Wetlands	Part of North American Waterfowl Plan.
Crystal River, FL	91	0/0	500/1,000	33	2,000	Wetlands	Condemnation may be required for one tract.
Cypress Creek, IL	123	0/0	1,000/1,500	14	28,700	Wetlands	Part of North American Waterfowl Plan.
Edwin B. Forsythe, NJ	79	0/0	1,000/125	82	8,400	Wetlands	Part of North American Waterfowl Plan.
Great Swamp, NJ	42	0/0	1,375/75	81	1,770	Wetlands	Wetlands Priority Conservation Plan.
J. N. Ding Darling, FL	37	0/0	2,500/43	99	70	Wetlands	High degree of threat to property for conversion to high density housing.
Klamath Forest, OR	134	0/0	1,000/2,700	71	12,900	Wetlands	
Lake Thompson, SD	27	0/0	1,000/5,000	40	12,000	Wetlands	Joint Venture Project
Rachel Carson, ME	31	0/0	2,000/300	55	3,260	Wetlands	Part of North American Waterfowl Management
Rainwater Basin, NE	58	0/0	1,000/1,200	32	40,000	Wetlands	Part of North American Waterfowl Management Plan.
Sublette Meadows, WY	67	0/0	2,000/3,000	11	24,000	Wetlands	New Refuge, Sandhill Cranes, and waterfowl.
Endangered Species Act:							
Bear Valley NWR, OR	157	0/0	800/774	99	20	Endang. Spec.	
James River, VA	77	0/0	2,000/3,500	100	0	Endang. Spec.	Bald Eagle Recovery Plan
Lamar Peninsula, TX	68	0/0	1,500/800	100	0	Endang. Spec.	Wetlands Native Brushland
National Key Deer, FL	unranked	0/0	1,000/100	71	3,350	Endang. Spec.	High Threat from development.
Sacramento River, CA	14	0/0	2,000/1,350	19	14,550	Endang. Spec.	Wetlands and recreation
Fish and Wildlife Act:							
Lower Rio Grande, TX	10	0/0	6,900/5,300	48	56,000	Wetlands	Endangered Species, Native Brushland
Lower Suwannee, FL	19	0/0	2,000/4,000	81	10,900	Unique and Significant Wildlife Hab.	Condemnation may be necessary to acquire the last 15% of the refuge

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COMPREHENSIVE LAND ACQUISITION TABLE
($000)

Project and Location (Park, Refuge, Site)	DOI Rank	Est. Unoblig Balances as of 9/30/90 $/acres	FY 1991 Budget $/acres	% of total acreage to be acq. by 9/30/91	Total Acres Remaining to be acq. after FY 91	Benefits	Remarks
Ohio River Islands, WV	125	0/0	1,250/800	48	1,150	Unique Habit.	Wetlands, Mig. Birds Plan recreation
Specifically Legislated:							
Bogue Chitto, MS/LA	69	0/0	1,000/3,600	85	6,400	Wetlands	Bottomland hardwoods
Minnesota Valley, MN	43	0/0	2,000/500	97	400	Wetlands	Migratory Birds, recreation
Pettaquamscutt, RI	18	0/0	2,500/780	74	315	Wetlands	Migratory Birds, Recreation
San Francisco Bay, CA	9	0/0	3,000/850	44	24,200	Wetlands	Endangered Species, Recreation
Tinicum NEC, PA	44	0/0	875/120	90	100	Wetlands	Wetlands Priority Conservation Plan.

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Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: A C E Rivers National Wildlife Refuge

Location: Colleton, Beaufort and Charleston Counties, South Carolina

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,500	1,000	$1,500,000	15,000	1,000	$15,000,000

Improvements: Dikes, water control structures, some farm buildings.

Description: This proposed acquisition is part of a larger Mid-Atlantic Joint venture project under the North American Waterfowl Management Plan. It is proposed to acquire about 18,000 acres of habitat within the river basin.

Need: This valuable fish and wildlife habitat is being threatened by development, both residential and industrial, and silvicultural practices. Additionally, several endangered or threatened species are known to use the area. The area contains the largest concentration of nesting bald eagles in South Carolina. Planning requirements for this project are scheduled for completion in 1990.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Alligator River National Wildlife Refuge

Location: Dare, Tyrrell & Hyde Counties, North Carolina

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,250	400	$500,000	20,000	400	$8,000,000

Improvements: None

Description: Alligator River NWR, established in March 1984, comprises approximately 140,000 acres of diverse and unique wildlife habitat. The refuge will total about 210,000 acres when completed.

Need: The Alligator River area is part of the northern border of the American alligator's range and remains one of the last strongholds of the black bear in North Carolina. The refuge also provides habitat for the endangered red-cockaded woodpecker and migrating bald eagle and peregrine falcon. Most notably, the Alligator River was the site of the reintroduction of the endangered red wolf. All planning requirements have been completed for this project.

Program Area: Cape May National Wildlife Refuge

Location: Cape May County, New Jersey

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,400	2,500	$3,500,000	11,200	1,200	$13,440,000

Improvements: None

Description: Located in two separate divisions, about 10-20 miles north of the City of Cape May, New Jersey, this refuge, when completed, will contain 15,300 acres of valuable wildlife habitat. The Delaware Bay Division is one of the most important spring and fall staging areas along the Atlantic Coast. The area also provides important wintering habitat for black ducks and raptors. Over 2,700 acres have been acquired during the past two years.

Need: This highly important refuge is on the edge of suburban growth from the Atlantic City casino industry. There are numerous landowners who are willing to convey their property to the Service. Acquisition will prevent further development from adversely affecting this habitat providing long-term protection for marsh, wooded swamp, and associated uplands. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Chase Lake Prairie

Location: Eleven counties in central North Dakota

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	5,000	200	$1,000,000	112,000	200	$22,400,000

Improvements: Agricultural

Description: Chase Lake is joint venture project under the North American Waterfowl Management Plan. Chase Lake National Wildlife Refuge is located in the center of the eleven-county area where grassland easements and wetland easements and extension agreements will be purchased. The project involves several private conservation organizations. The Chase Lake Project Plan of Action identifies a four-year acquisition goal of 34,000 acres in fee and 17,000 acres of easements. The estimated cost of attaining this short-term goal is $10,000,000. This $1,000,000 proposed funding will contribute to this goal. The total project goal is 119,372 acres, of which 7,372 acres will have been purchased by September 30, 1991.

Need: Funds are needed to continue acquiring wetlands and protecting the prairie grassland ecosystem in intensively farmed areas. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Chincoteague National Wildlife Refuge

Location: Accomack County, Virginia

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,900	526	$1,000,000	285	3,500	$1,000,000

Improvements: None

Description: This project was established in 1943. The Refuge's objectives have expanded over the years to include the preservation of migration and wintering habitat for waterfowl, and the protection of threatened and endangered species habitat. The Cedar, Assawoman, and Metomkin Island divisions are located south of the refuge along the Virginia barrier island chain.

Need: These islands are important nesting areas for shorebirds, many being identified by the Service as threatened or endangered. The major threat is the development of homesites and the subsequent public use threatens the nesting shorebirds. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Crystal River National Wildlife Refuge

Location: Citrus County, Florida

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,000	500	$500,000	2,000	1,000	$2,000,000

Improvements: Insignificant. Several recreational cabins.

Description: This area is composed of tidal marsh, riparian bottom-lands and small islands and will encompass about 3000 acres when completed. A smaller area is located north of the community of Homosassa and is nearly level freshwater hardwood swamp grading into flatwoods as the elevation rises.

Need: The primary purpose of the proposal is to protect valuable wetland resources in the Homosassa River Basin. The bottomland hardwood parcel is but a remnant of a vast forest that has been lost to developmental pressures for resort and retirement properties. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Cypress Creek National Wildlife Refuge

Location: Union and Pulaski, Illinois

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,500	650	$1,000,000	28,700	650	$18,655,000

Improvements: Posting and signing, headquarters, shop, water control structures, and equipment will eventually be added after establishment of the refuge.

Description: The Service's acquisition of the Cypress Creek National Wildlife Refuge proposal of 33,316 acres would preserve a unique riverine ecosystem. The area located in the heart of a famous waterfowl migration and wintering area in southern Illinois includes the largest and highest quality cypress-tupelo stands in Illinois. At $650 per acre, 3,076 acres are planned for acquisition through FY 1990 at an estimated value of $2,000,000 and 1,500 acres are planned for acquisition through FY 1991 at an estimated value of 1,000,000. There will remain approximately 28,700 acres for acquisition in the future at an estimated value of $18,655,000.

Need: Cypress Creek National Wildlife Refuge is adjacent to an area being acquired by the State of Illinois and The Nature Conservancy. Land protection will be on a willing seller basis. The public attitude is generally supportive. The funds are for land costs, relocations, and title work. Without protection, agricultural development, hydrologic changes, and erosion will continue to compromise the integrity of the Cache River System. Planning requirements for this project are scheduled for completion in 1990.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Edwin B. Forsythe National Wildlife Refuge

Location: Atlantic and Ocean Counties, New Jersey

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	125	8,000	$1,000,000	8,400	2,500	$21,000,000

Improvements: None

Description: Edwin B. Forsythe National Wildlife Refuge is an expansive area extending for approximately 40 miles along the New Jersey Coastline. This area is crucial to the migrating birds especially blacks ducks, which could not survive without this refueling and nesting area to so many species of wildlife. The refuge consists of waterfront, wetland, and critical edge upland buffer zone. The refuge supports wintering and migrant bald eagles and a nesting pair of peregrin falcons. Other birds that nest on the refuge are osprey, woodcock, gulls, piping plover, and least terns.

The Forsythe is highly utilized by individuals who come to learn and observe nature.

Need: Many willing sellers within the boundary of the refuge are offering tracts which are vital to maintaining the ecosystem in progress. The Service is competing with developers who are pressuring for continued development in a sensitive area. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Great Swamp National Wildlife Refuge

Location: Morris County, New Jersey

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	75	18,300	$1,375,000	1,770	6,000	$10,620,000

Improvements: Residential/Commercial

Description: The wooded swamps, potholes , and impoundments provide excellent breeding habitat for American black ducks, wood ducks, and mallards as well as nesting and feeding habitat for blue-winged and green-winged teal, northern pintail, gadwall, and American widgeon. An estimated 15 million people live within 50 miles of the refuge, making it an outdoor recreation and environmental education resource of prime importance. It is one of the largest undisturbed wetlands areas in northern New Jersey having significant value for wildlife.

Need: Primary threats to the refuge are development within the refuge boundary and in the Great Swamp Watershed and the associated problems of increased water pollution, siltation, high flood peaks, and diminished low flow levels. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Klamath Forest National Wildlife Refuge

Location: Klamath County, Oregon

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	2,700	370	$1,000,000	12,900	640	$8,256,000

Improvements: None

Description: The refuge was established in 1958 as an important nesting area for California Central Valley wintering populations of sandhill cranes and waterfowl as well as valuable wetlands for spring and fall migration. The additions will ensure perpetuation of wetlands habitat of the Klamath Marsh for wildlife including species of concern, threatened or endangered. Appropriation in FY 89 and 90 totaling $5,300,000 protected approximately 20,000 acres wetlands and associated water rights. Currently, 10 tracts totaling about 15,600 acres remain to be acquired. The total estimated cost for these lands is $9,256,000. This acquisition will protect additional valuable wetlands and in all will insure that 80 percent of the water rights in the basin will be available to the refuge.

Need: This funding provides for the acquisition of approximately 2,700 acres from 2 owners. One of the owners has indicated a willingness to sell while the other appears to be receptive to a sale if able to retain use. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: J.N. "Ding" Darling National Wildlife Refuge

Location: Lee County, Florida

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	43	58,100	$2,500,000	70	20,000	$1,400,000

Improvements: None

Description: Five tracts ranging in size from 0.15 acre to 74.0 acres. All tracts lie adjacent to refuge lands and all are considered inholdings. A large tract on Buck Key has development potential. A private tract is strategically located in the center of the islands and separates the two Service parcels. This tract contains 73 acres of mangrove and West Indian tropical hammock both important to the estuarine system.

Need: All of the properties are considered inholdings and their acquisition will facilitate management of the refuge. Another direct benefit is the preservation of wildlife habitat used by endangered species and protection of wetlands which are critical to the marine environment of the area. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Lake Thompson, South Dakota

Location: 50 miles northwest of Sioux Falls, South Dakota

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	5,000	200	$1,000,000	12,000	300	$3,600,000

Improvements: Agricultural

Description: The Lake Thompson project involves wetland restoration on fee and easement lands to be acquired by the Service. The project area includes a 320,000-acre watershed. Acquisition focuses on small scattered tracts containing drained or existing wetlands. The grassland easement will also be used to protect grassland ecosystems. The National Wildlife Federation; South Dakota Game, Fish and Parks; and the Service are the major participants in this joint venture. About 200 tracts will be acquired. The Emergency Wetland Resource Act of 1986 is the primary authority for this project.

Need: Acquisition is necessary to continue Service involvement in the joint venture under the North American Waterfowl Management Plan. Governor Mickelson supports the project, and a major effort in 1991 will be acquisition in the historic Big Slough-Silver Lake complex described by writer Laura Engels Wilder. Acquisition will help alleviate historic flooding problems through restoration of drained wetlands, and be used for grassland easements. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Rachel Carson National Wildlife Refuge

Location: York and Cumberland Counties, Maine

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	300	6,660	$2,000,000	3,260	1,840	$6,000,000

Improvements: General residential and vacation development occurring along entire Maine Coast.

Description: Rachel Carson National Wildlife Refuge was established to preserve important waterfowl habitat, particularly high quality salt marsh along key waterfowl migration routes. To date, 3,230 acres have been acquired in ten estuarine systems between Kittery and Cape Elizabeth.

Need: Numerous willing sellers make it imperative that the Service acquire these tracts before they are sold to developers. Loss of land in this area would lead to further decline in wintering and migration habitat for the American black duck. Acquisition is essential to providing long-term protection to those southern Maine estuaries that provide important wintering and breeding habitat for waterfowl, nesting habitat for shore birds and nursery areas for fish and shellfish. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Rainwater Basin, Nebraska

Location: Southcentral Nebraska

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,200	833	$1,000,000	40,000	900	$36,000,000

Improvements: Agricultural

Description: The Rainwater Basin is a geographically distinct area of central North America that represents a "bottleneck" in the north-south migration corridor for 5-7 million waterfowl, 90 percent of the mid-continent sandhill crane population, and whooping cranes. About 90 percent of the acquisition focuses on scattered fee title acquisition within 17 counties. In 1990 this area will be submitted as a new joint venture for the North American Waterfowl Management Plan. Total project goal is 58,500 acres, of which 18,456 acres will be have purchased by September 30, 1991.

Need: Funds will be used to continue opportunistic acquisition throughout 17 counties. The new joint venture will need a Service commitment to land acquisition. The project contributes to the President's "no net loss of wetlands" policy. The major threat is agricultural drainage. Acquisition is essential to protect and create wetlands for spring waterfowl migration and non-wildlife values. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Sublette Meadows, Wyoming (ada Cokeville Meadows)

Location: Southwest Wyoming

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	3,000	500	$2,000,000	24,000	500	$12,000,000

Improvements: Agricultural and farm dwellings

Description: Sublette Meadows is a 27,000-acre refuge involving 30 landowners. The project is located on the Bear River and is comprised of over 15,000 acres of wetlands. Most of the wetlands rely on seasonal flooding from irrigation to maintain sedge-rush communities. The Wyoming State Legislature passed legislation approving the refuge in 1989. The area is the most important wetland complex in Wyoming.

Need: Numerous landowners are willing to negotiate to sell their property. The Service will have a Record of Decision on the Refuge EIS before the end of 1990. Funds will be used to secure high priority wetlands in the center of the refuge. FY 1991 funds, if appropriated, will be the first monies for the project, as no acres have been acquired to date. Planning requirements for this project are scheduled for completion in 1990.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Bear Valley National Wildlife Refuge

Location: Klamath County, Oregon

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	774	1,034	$800,000	20	1,000	$20,000

Improvements: None

Description: The Bear Valley National Wildlife Refuge contains the largest roosting concentration of bald eagles in the continental United States. One 774-acre tract is the only parcel remaining other than a road easement and a small viewing site totaling about 20 acres.

Need: Funds are necessary to reimburse the National Audubon Society (Audubon) who is assisting the Fish and Wildlife Service in the acquisition of the last major tract within the refuge. Audubon has reached price agreement with the owner and is in the process of purchasing the tract. The Fish and Wildlife Service Director has given a letter of commitment to purchase the tract from Audubon in FY 91 if funds are available. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: James River National Wildlife Refuge

Location: Prince George County, Virginia

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	3,500	570	$2,000,000	0	0	$0

Improvements: None

Description: This 3,500-acre tract of forested upland contains the largest concentration of roosting bald eagles along the Atlantic Coast. The site also contains two active eagle nests.

Need: The land is threatened by land use changes from forestry practices, sand and gravel operations, and residential development. The property is currently owned by The Nature Conservancy, who is holding the land for the Service pending funding. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: **Lamar Peninsula, addition to Aransas NWR**

Location: Two miles south of Aransas National Wildlife Refuge, Aransas County, Texas

Land Acquisition Limitation Amount Remaining:

None, amount requested will complete purchase.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	800	1,875	$1,500,000	0	0	$0

Improvements: Abandoned roads, fences, and windmill

Description: The habitat of Lamar Peninsular is nearly identical to Aransas National Wildlife Refuge. The upland habitat is composed primarily of common live oak, red bay thickets and grasslands. The wetland habitat is composed primarily of smooth cordgrass and marsh hay cordgrass. Numerous tidal flats, tidal marshes and flooded swales occur in conjunction with the other wetland areas. These wetland areas are used extensively by the Aransas-Wood Buffalo flock of wild, endangered whooping cranes. Lamar Peninsula is also the winter home for three species of geese, one species of tree duck, eight species of dabbling ducks and seven species of diving ducks. Major threats to Lamar Peninsula are commercial, residential and recreational development, oil and gas development, and public use interference.

Need: The proposed $1.5 million is the estimated value of two ownerships. The site is presently used by two whooping crane families. Acquisition of this area will also be in keeping with the goals of the North American Waterfowl Management Plan and other Service plans. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: National Key Deer Wildlife Refuge

Location: Monroe County, Florida

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	100	10,000	$1,000,000	3,350	10,400	$34,840,000

Improvements: None

Description: Over 500 tracts ranging in size from 0.15 acre lots to 350.0 acre tracts. All are privately owned and considered critical habitat for the endangered Key Deer, and other rare, "special emphasis" or endangered species such as the white-crowned pigeon, mangrove cuckoo, osprey, brown pelican, West Indian manatee and American alligator. Majority of tracts lie in area plotted into subdivisions some of which are improved but most unimproved. Tracts located on various keys from Big Pine Key to Sugarloaf Key.

Need: The refuge is located in area of Lower Florida Keys that is under rapid development of commercial and residential development, growing population and limited land. The rural subdivisions, targeted for acquisition, have been lying dormant for years but are now "hot" real estate because of excess dollars in population for recreational homes and the migration of residents out of Marathon and Key West where property taxes are rising. Key deer habitat has excellent development potential. Accelerated acquisition of habitat is critical to survival of key deer. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Sacramento River National Wildlife Refuge

Location: Tehama, Glenn, Butte, Colusa Counties, California

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,350	1,480	$2,000,000	14,550	1,000	$14,550,000

Improvements: None

Description: In FY 1987 Congress appropriated $150,000 for a feasibility study on developing a refuge along the Sacramento River. The refuge was established to preserve and restore riparian habitat along a 100 mile stretch of the river between Colusa and Red Bluff, California. Currently there remains about 15,900 acres of privately owned land on some 120 tracts. To date the Service has purchased 247 acres and by the end of FY 90 the Service anticipates protecting an additional 1,880 acres at a cost of $3,600,000. In FY 1991 the Service proposes to acquire 3 tracts totaling 1,350 acres at an estimated cost of $2,000,000.

The Sacramento River supports a variety of wildlife, fish, and plants. These include federally endangered species such as bald eagle, American peregrine falcon, least Bell's vireo and the threatened valley elderberry longhorn beetle. Candidate species include the Swainson's hawk, western yellow-billed cuckoo, giant garter snake, Sacramento splittain, Sacramento anthicid beetle, and California hibiscus.

In addition to winter chinook salmon runs, the Sacramento River has runs of steelhead trout, striped bass, American shad, and white and green sturgeon. All these species migrate to the ocean, but return to gravel streambeds to spawn.

Need: Funds are necessary to complete acquisition of private ownerships from willing sellers. Tracts are throughout the refuge and need to be acquired to protect existing habitat and prevent development and further resource damage. The $2,000,000 proposed funding is approximately one-third of what is needed to acquire property from those willing sellers the Service has identified this year. Future threats include conversion to agriculture, water development, bank stabilization, flood control projects, and urban growth. All planning have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Lower Rio Grande Valley National Wildlife Refuge

Location: Cameron, Hidalgo, Starr, and Willacy Counties, Texas

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	5,300	1,300	$6,900,000	56,000	1,250	$70,000,000

Improvements: None

Description: The objective is to continue acquisition of the remaining brushlands in the Lower Rio Grande Valley, tying together the discontinuous protected parcels into a viable wildlife corridor. This is necessary to ensure the preservation of critical white-winged dove nesting and roosting habitat and to preserve habitat for a diverse assemblage of passerine birds, mammals, reptiles, and endangered species. Preserving these areas will provide habitat for a variety of unusual birds and animals found nowhere else in the United States. Mexican birds, whose northern range is the Lower Rio Grande Valley use the areas and include such birds as the green jay, plain chachalaca, great kiskadee, altamira oriole, and some 30 other peripheral bird species. For 10 years, white-winged doves have been decreasing in the Lower Rio Grande Valley due primarily to the loss of native brushlands. The refuge lands to be preserved as native brushlands total approximately 107,500 acres. The final refuge acreage will vary depending on the amount of brushlands remaining as preservation funding is made available.

Need: The proposed 6.9 million would enable the Service to continue acquiring acreage where habitat loss is most likely. The total cost to complete acquisition is estimated to be approximately $ 77 million. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Lower Suwannee National Wildlife Refuge

Location: Dixie and Levy Counties, Florida

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	4,000	550	$2,000,000	10,900	550	$5,995,000

Improvements: None

Description: The Lower Suwannee National Wildlife Refuge was established in April 1979, and consists of 57,000 acres of unique and significant fish and wildlife habitat within the Lower Suwannee River floodplain. The major habitat types within the proposed area include tidal salt marsh, timbered swamp, hardwood hammock, pine flatwoods, fresh marsh, wet prairie, and open water.

Need: This nationally significant wildlife habitat area is one of the most diverse and productive wildlife areas in Florida. The major threat to the refuge is the conversion of sizable areas of the timbered swamp and upland forest for residential, commercial, and recreational development. Conversion to agriculture and, more significantly, pine monoculture has already begun and can be expected to increase. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: **Ohio River Islands National Wildlife Refuge**

Location: **Beaver County, Pennsylvania;
Jefferson, Belmont and Meigs Counties, Ohio;
Jefferson, Hancock, Ohio, Marshall, Wetzel, Tyler, Pleasants, Wood, Mason, and Cabell Counties, West Virginia; and
Lewis County, Kentucky**

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	800	1,923	$1,250,000	1,150	1000	$1,150,000

Improvements: Some sand and gravel removal.

Description: Thirty-eight islands stretching over 360 miles of the Ohio River provide significant water and land habitat for a variety of wildlife. These relatively undisturbed islands consist primarily of bottom land hardwood forest (a remnant of the Ohio River floodplain forest of the early 1900's), reverting fields and agricultural land. The Nature Conservancy has aided the Service in the acquisition of eight of these islands in FY 1990 and will continue this effort in the upcoming year.

Need: There are a number of willing sellers of these islands. Acquisition at this time will preserve the bottomland hardwood forest of the Ohio River flood plain from further loss due to sand and gravel mining operations. Planning requirements for this project are scheduled for completion in 1990.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Bogue Chitto National Wildlife Refuge

Location: Washington and St. Tammany Parishes, Louisiana; and Pearl County, Mississippi

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	3,600	275	$1,000,000	6,400	500	$3,200,000

Improvements: Insignificant. Some recreational cabins.

Description: Currently, there remains about 10,000 acres of privately owned land in some 72 tracts. This area is composed of bottomland hardwoods, small water bodies and river floodplain. The newly approved expansion area (8,200.0 acres) would connect the refuge with the Pearl River Wildlife Management Area to the South and provide public ownership and protection for the lower 35 miles of the Pearl River. Fourteen species of sport fish, seven species of commerical fish, five species of forest game, and 86 species of migratory nongame birds can be found. The endangered bald eagle and the American alligator are known to occupy the area.

Need: Funds are necessary to acquire the remaining tracts within the existing boundary as well as the tracts within the expanded area. Acquisition is essential to protect and preserve a unique and productive wildlife habitat source. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Minnesota Valley National Wildlife Refuge

Location: Hennepin, Carver, Dakota, and Scott Counties, Minnesota

Land Acquisition Limitation Amount Remaining:

Special Legislation: Public Law 94-466 of 10/08.76, as amended; $29,500,000 authorized until expended. After appropriations through FY 1991, $13,381,000 remaining.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	500	4,000	$2,000,000	400	5,000	$2,000,000

Improvements: One tract contains a set of farm buildings, and another tract contains an old residence, both of which need to be removed.

Description: The Minnesota Valley National Wildlife Refuge was established in 1976 via Public Law 94-466. Refuge boundaries approved by Congress total approximately 12,500 acres. The refuge is needed to preserve the diversity and abundance of wildlife and native plant communities. Due to the proximity of the Minneapolis/St. Paul metropolitan area, wildlife oriented recreation, education, and other related activities are also emphasized as major refuge objectives. Four tracts, totalling 996 acres, are proposed for acquisition through FY 1990 at an estimated $3,000,000. There remains about 926 acres of privately owned land in some 46 tracts, which will complete acquisition and ensure the conservation of this natural area for the 2,000,000 people who reside in the vicinity of the refuge recreation area.

Need: Negotiations have been ongoing for over ten years with these landowners. Condemnation may be necessary for a few. The acquisition of the remaining tracts will help the refuge improve the boundary administration of the remaining tracts and will provide for additional recreation opportunities necessitated by increased public use, generated by the newly constructed visitor and interpretive center. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Pettaquamscutt Cove National Wildlife Refuge

Location: Washington County, Rhode Island

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	780	3,200	$2,500,000	315	17,800	$5,607,000

Improvements: None

Description: This refuge consists of many marsh and wetland tracts flanking the Pettaquamscutt Cove. A critical edge upland fringe bounds the Cove and marsh offering protection to the vital wetland areas threatened by development. The marsh and associated tidal flats have been noted as an extremely productive and valuable wetland complex, and also provide nesting, feeding, migration, or wintering habitat for geese, wading birds, passerines, terns, gulls, shorebirds, such as plovers, sandpipers, and rails, along with numerous small mammals, reptiles and amphibians.

Need: Pettaquamscutt Cove National Wildlife Refuge has recently been established, and a number of willing sellers are interest in protecting the Pettaquamscutt River and the surrounding marsh and buffer areas. The River is utilized extensively by migrating birds and local species. Strong local support has encouraged the continued preservation of the Cove which started years ago with continued local support.

The real estate values surrounding the Cove area are substantial and are justified by the exceptional views offered of both the Cove and the open ocean. Developers see this as a prime area for residential development. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: San Francisco Bay National Wildlife Refuge

Location: Alameda, San Mateo, Santa Clara Counties, California

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	850	3,500	$3,000,000	24,200	8,700	$210,540,000

Improvements: None

Description: The objectives of the refuge are to protect the wildlife resources of the south San Francisco Bay area, provide wildlife-oriented recreation, and preserve a natural area in close proximity to a large urban center. The marshes, mudflats, open water, and salt ponds form an ecosystem which supports a rich diversity of fish and wildlife. It is a major nesting and feeding area for waterfowl and shorebirds, and habitat for three endangered species. Complete acquisition and development will provide the more than 300,000 visitors annually - opportunities for fishing, animal and bird observation, research and environmental eduction.

Need: Under Public Law 100-556, the U.S. Fish and Wildlife Service was authorized to add an additional 20,000 acres to the refuge. The Service is in the process of identifying which lands should be added. Tracts of land key to the recovery of the California clapper rail and other wetlands are high priority. Habitat is being damaged through discing, draining, and fills and the threat of development is strong. All planning requirements have been completed for this project.

Fiscal 1991 Fish and Wildlife Service Land Acquisition Program

Program Area: Tinicum National Environmental Center

Location: Philadelphia and Delaware Counties, Pennsylvania

Land Acquisition Limitation Amount Remaining:

None

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	120	7,290	$875,000	100	20,000	$2,000,000

Improvements: Industrial/Commercial

Description: Tinicum National Environmental Center was established as part of the National Wildlife Refuge System by Public Law 92-326, approved on June 30, 1972. The purpose of the Center is to preserve the natural resources of Tinicum Marsh and to provide environmental education and wildlife-oriented recreation opportunities for people of the surrounding metropolitan Philadelphia area.

Tinicum Marsh, the largest remaining freshwater tidal marsh in Pennsylvania, is strategically located in the Delaware River Valley, a major migration corridor in the Atlantic Flyway. Thousands of shorebirds and waterfowl use the area for feeding and resting during spring and fall migration and many remain throughout the winter as long as open waters remain unfrozen. Principle waterfowl species are pintail, mallard, black ducks, and ruddy duck. In all, over 250 species of birds have been observed on the refuge, 75 if which have historically nested there.

Need: Funds are necessary to continue acquisition of private ownerships as willing sellers are identified. Area is threatened by industrial and commercial development. All planning requirements have been completed for this project.

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Table 1

FISH AND WILDLIFE SERVICE

Statement on Land Exchanges in FY 1991

The following exchanges may be ongoing in Fiscal Year 1991, although their success cannot be assured this far in advance. Other exchanges may be undertaken as opportunities arise. The estimated acquisition costs are projected for the completed exchange and may involve several years of expenditures. These costs are funded mainly from the Acquisition Management subactivity of the Land Acquisition account. Resource values gained from the land exchange program greatly exceed costs required to complete land exchanges.

Fish and Wildlife Service
Potential Exchanges
for FY 1991

State	Potential Exchanges	Acres to be Acquired	Acquisition Management Costs
Alaska	7	73,034	45,000
Colorado	1	2,500	50,000
Florida	1	25,000	200,000
Georgia	1	490	10,000
Iowa	1	40	2,500
Maine	1	200	15,000
Minnesota	6	597	22,000
Montana	1	35,000	200,000
Nevada	1	1,600	2,500
Rhode Island	1	15	5,000
South Dakota	5	1,000	35,000
Utah	1	120	10,000
Wisconsin	2	72	6,000
Wyoming	2	4,000	0
	31	143,668	603,000*

* Covers acquisition costs over a several year period.

Table 2

FISH AND WILDLIFE SERVICE

Update on Land Exchanges

House Report 99-714 directed that each acquisition agency provide a detailed statement of proposed expenditures related to exchanges and a listing of exchanges it plans to work on. The following exchanges may be ongoing in Fiscal Year 1990. Other exchanges may be undertaken as opportunities arise. The estimated acquisition costs are projected for the completed exchange and may involve several years of expenditures. These costs are funded mainly from the Acquisition Management subactivity of the Land Acquisition account. Resources values gained from the land exchange program greatly exceed costs required to complete land exchanges.

State	Potential Exchanges	Acres to be Acquired	Acquisition Management Costs	
Alaska	6	9,728	$243,000	
Arizona	1	90,000	70,000	
California	3	24	30,000	
Colorado	1	2,500	20,000	
Florida	1	25,000	200,000	
Georgia	1	490	10,000	
Maine	2	210	20,000	
Maryland	1	10	5,000	
Michigan	1	1,280	2,500	
Minnesota	11	447	28,000	
Montana	4	35,340	230,000	
Nebraska	1	12	5,000	
Nevada	1	1,600	2,500	
South Carolina	1	143	5,000	
South Dakota	4	900	30,000	
Wisconsin	4	497	12,500	
Wyoming	2	2,300	10,000	(reimbursable)
	45	170,481	923,500	*

* Covers acquisition costs over a several year period.

Acquisition Management. (+$4,500/4 FTE)

During the past few years, considerable resources have been made available to the Fish and Wildlife Service for land acquisition; between FY 1982 and 1989, $328 million has been obligated from the Land and Water Conservation Fund (LWCF) to acquire over 519,000 acres of refuge lands and wildlife habitat. During that same period, the Service's annual land acquisition funding has grown from $16.5 million in FY 1982 to $68.0 million in FY 1990. It is expected that the land acquisition program for the Service will maintain the current level of funding or increase in future years to respond to the critical need to preserve wetlands and other important wildlife habitat that is threatened. This is evidenced by the enactment of the Emergency Wetlands Resources Act, and the North American Wetlands Conservation Act. During FY 1988 and FY 1989 total costs (except land acquisition costs) were $8.2 and $12.3 million, respectively. It is likely that FY 1991 costs will exceed the $12.3 million that was expended in FY 1989. The current level of funding for acquisition management in FY 1990 is $3.0 million and any funds required above that level will come from project funds. The $4.5 million increase is intended to reduce the reliance on project funds to pay incidental acquisition and base staffing costs.

The major purpose of the acquisition management funding, since its first appropriation in FY 1982, is for maintaining the base staffing costs for the Service's realty specialists. The current level of realty staff has remained steady through the recent increased land acquisition program, largely due to a high level of dedication and experience. However, it is expected that up to one-third of the total realty staff and one-half of the most senior staff will retire within the next 3 to 5 years. This significant portion of the realty staff was hired at the same time, thirty years ago when the accelerated migratory bird acquisition program was initiated as a result of the small wetlands program of 1958 and the subsequent Wetlands Loan Act of 1961. The Service anticipates that an estimated 64 realty specialists will retire within five years. Considering that it takes about 3 years to fully train realty personnel, recruitment and training must begin immediately if replacement realty specialists and appraisers are to be functional as retirements occur. We hope to implement a Service-wide training program for entry level as well as journeyman staff with greater emphasis on training at all levels. Funding will be used to staff realty trainees in all regions. It is anticipated that costs for additional training will be approximately $200,000.

The FY 1991 budget proposes a level of $7,500,000 for acquisition management to be used to continue ongoing LWCF acquisitions funded via prior year appropriations and projects to be funded in 1991. The acquisition management increase is necessary to provide additional base salary funding freeing up project funding for acquisition. Acquisition Management, in addition to related acquisition costs and base staff salaries, provides funding for new area studies, planning for additions to existing areas, study of environmental impacts of land protection actions, coordination of actions with the public, private organizations, landowners, and other public agencies in an effort to preserve valuable habitat. Activities also include the processing of cooperative agreements, exchanges, donations, transfers from other Federal agencies, and other non-purchase acquisition alternatives. Also, in recent

years the Division of Realty has taken on new responsibilities with respect to contaminant surveys and lands acquired through the operation of the Farm Bill.

Distribution of Change be Object Classification

The object class detail for the proposed $4,500 increase is as follows:

Salaries/Benefits	240,000
Travel and transportation	250,000
Supplies and Materials	50,000
Equipment	600,000
Other Services	3,360,000
Total	$4,500,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Land Acquisition

Object Class	1991 Base FTE-T	1991 Base Amount	1991 Estimate FTE-T	1991 Estimate Amount	Inc(+)/Dec(-) FTE-T	Inc(+)/Dec(-) Amount
11. Personnel compensation						
11.1 Full-time permanent	50	4,854	54	5,504	4	650
11.3 Other than full-time permanent	8	130	8	135	0	5
11.5 Other personnel compensation		69		72		3
11.8 Special personal services payments		15		16		1
Total Personnel Compensation	58	5,068	62	5,727	4	659
Other Objects						
12.1 Civilian personnel benefits		1,125		1,275		150
21.0 Travel and transportation of persons		511		531		20
22.0 Transportation of things		75		78		3
23.2 Rental payments to others		44		44		0
23.3 Communications, utilities and miscellaneous charges		158		158		0
24.0 Printing and reproduction		28		28		0
25.0 Other services		4,023		4,023		0
26.0 Supplies and materials		166		166		0
31.0 Equipment		520		520		0
32.0 Lands and structures		56,272		44,150		(12,122)
Total Requirements	58	67,990	62	56,700	4	(11,290)

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Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
LAND ACQUISITION

Program and financing (in thousands of dollars)

Identification code 14-5020-0-2-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Acquisition Management	2,824	3,315	7,500
00.02 Specifically legislated	13,354	15,000	9,558
00.03 Endangered Species Act	16,197	24,000	9,615
00.04 Refuge Recreation act	12,177	1,787	291
00.05 Fish and Wildlife Act	17,633	15,000	10,149
00.06 Inholdings	1,265	1,500	1,500
00.07 Emergency Wetlands Resources Act		25,868	18,761
00.08 Fish and Wildlife Foundation	2,000		
10.00 Total obligations	65,450	86,470	57,374
Financing:			
17.00 Recovery of prior year obligations	-1080		
21.40 Unobligated balance available, start of year	-7579	-8658	-15019
24.40 Unobligated balance available, end of year	8,658	15,019	25,635
39.00 Budget authority	65,449	92,830	67,990
Budget authority:			
40.00 Appropriation	57,529	67,990	67,990
41.00 Transferred to other accounts	-24840		
42.00 Transferred from other accounts	32,760	24,840	
43.00 Appropriation (adjusted)	65,449	92,830	67,990

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
LAND ACQUISITION

Program and financing (in thousands of dollars)

Identification code 14-5020-0-2-303	1989 act.	1990 est.	1991 est.
Relation of obligations to outlays:			
71.00 Obligations incurred, net	65,450	86 470	57,374
72.40 Obligated balance, start of year	31,731	26,924	37,099
74.40 Obligated balance, end of year	-26924	-37099	-15554
78.00 Adjustments in unexpired accounts	-1080		
90.00 Outlays	69,176	76,295	78,919

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
LAND ACQUISITION

Object Classification (in thousands of dollars)

Identification code 14-5020-0-2-303		1989 act.	1990 est.	1991 est.
	Personnel compensation:			
11.1	Full-time permanent	4,078	4,854	5,504
11.3	Other than full-time permanent	126	130	135
11.5	Other personnel compensation	65	69	72
11.8	Special personal services payments	15	15	16
11.9	Total personnel compensation	4,284	5,068	5,727
12.1	Civilian personnel benefits	954	1,125	1,275
13.0	Benefits for former employees	14		
21.0	Travel and transportation of persons	490	511	531
22.0	Transportation of things	69	75	78
23.2	Rental payments to others	41	43	44
23.3	Communications, utilities and miscellaneous charges	146	152	158
24.0	Printing and reproduction	26	27	28
25.0	Other services	3,713	3,868	4,023
26.0	Supplies and materials	153	159	166
31.0	Equipment	480	500	520
32.0	Land and structures	55,076	74,942	44,824
42.0	Insurance claims and indemnities	4		
99.9	Total obligations	65,450	86,470	57,374

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DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
LAND ACQUISITION
PERSONNEL SUMMARY

Identification code 14-5020-0-2-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	42	50	54
Total compensable workyears: Full-time equivalent employment	85	58	62
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS Salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
LAND ACQUISITION

Program and financing (in thousands of dollars)

Identification code 14-5020-2-2-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Acquisition Management			-7500
00.02 Specifically legislated			-4426
00.03 Endangered Species Act			-4453
00.04 Refuge Recreation act			-134
00.05 Fish and Wildlife Act			-4700
00.06 Inholdings			-698
00.07 Emergency Wetlands Resources Act			-8689
10.00 Total obligations			-30600
Financing:			
24.40 Unobligated balance available, end of year			-37390
Budget authority:			
40.00 Appropriation			-67990

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
LAND ACQUISITION

Program and financing (in thousands of dollars)

Identification code 14-5020-2-2-303	1989 act.	1990 est.	1991 est.
Relation of obligations to outlays:			
71.00 Obligations incurred, net			-30600
90.00 Outlays			-30600

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FISH AND WILDLIFE SERVICE
LAND ACQUISITION

Object Classification (in thousands of dollars)

Identification code 14-5020-2-2-303		1989 act.	1990 est.	1991 est.
	Personnel compensation:			
11.1	Full-time permanent			-5504
11.3	Other than full-time permanent			-135
11.5	Other personnel compensation			-72
11.8	Special personal services payments			-16
11.9	Total personnel compensation			-5727
12.1	Civilian personnel benefits			-1275
21.0	Travel and transportation of persons			-498
22.0	Transportation of things			-78
23.2	Rental payments to others			-44
23.3	Communications, utilities and miscellaneous charges			-158
24.0	Printing and reproduction			-28
25.0	Other services			-4023
26.0	Supplies and materials			-166
31.0	Equipment			-520
32.0	Land and structures			-18083
99.9	Total obligations			-30600

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DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
LAND ACQUISITION
PERSONNEL SUMMARY

Identification code 14-5020-2-2-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions			-54
Total compensable workyears: Full-time equivalent employment			-62
Average SES salary			75,043
Average GS grade			9.48
Average GS Salary			31,339
Average salary of ungraded positions			23,303

Appropriation Summary Statement

Appropriation: Migratory Bird Conservation Account

The primary purpose of the land acquisition program funded from this account is to preserve the habitat needed to maintain international migratory bird resources as required by Federal law and international treaties.

The account is currently funded primarily from four sources; 1) appropriations authorized by the Wetlands Loan Act of October 4, 1961 (16 U.S.C. 715k-3-5, as amended), available until expended; 2) receipts derived from the sale of duck stamps as authorized by the Migratory Bird Conservation Stamp Act of March 18, 1934 (16 U.S.C. 718, as amended); 3) seventy percent of the refuge entrance fees as authorized by the Emergency Wetlands Resource Act of 1986, P.L. 99-645; and 4) all import duties on arms and ammunition as authorized by the Emergency Wetlands Resource Act of 1986, P.L. 99-645.

The Service anticipates receiving $16,500,000 into the Migratory Bird Conservation Account from the sale of 1.32 million $12.50 duck stamps in FY 1990 based on Emergency Wetlands Resource Act legislation that gradually increases the price of the duck stamp to $15.00 in FY 1992. Other miscellaneous receipts to be deposited into the Account are primarily from payments for right-of-way granted on units of the National Wildlife Refuge System and are estimated to total $100,000. Import duties are estimated at $12,810,000 annually. Also seventy percent of entrance fees collected on National Wildlife Refuges, or approximately $1,190,000 will be deposited into the account. Together the sources of funding for the Migratory Bird Conservation Account will total $30,600,000.

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: Migratory Bird Conservation Account

Appropriation language citations and explanations

16 U.S.C. 668dd-ee the National Wildlife Refuge System Administration Act, as amended, requires the payment of fair market value for any right-of-way easement or reservation granted within the refuge system. These funds are to be deposited within the Migratory Bird Conservation Account.

16 U.S.C. 715, as amended, establishes a Migratory Bird Conservation Commission to approve areas recommended for acquisition by the Secretary of the Interior. The Act authorizes the Secretary of the Interior to acquire migratory bird areas approved by the Commission.

16 U.S.C. 715k-3 thru 715k-5 the Wetlands Loan Act, as amended, authorizes the appropriation of advances (not to exceed $200 million until expended) to accelerate acquisition of migratory waterfowl habitat. Through FY 1988, $197,439,000 has been appropriated under this authority. Funds appropriated under the Wetlands Loan Act are merged with receipts from sales of "duck stamps" and other sources and made available to the Secretary of the Interior for acquisition of migratory bird habitat under provisions of the Migratory Bird Conservation Act or the Migratory Bird Hunting and Conservation Stamp Act.

16 U.S.C. 718 the Migratory Bird Hunting and Conservation Stamp Act, as amended, commonly known as the "Duck Stamp Act," requires all waterfowl hunters 16 years of age or older to possess a valid Federal Migratory Bird Hunting and Conservation Stamp. Funds for the sale of this stamp are placed in the migratory bird conservation fund established by this Act. The Act also authorizes the Secretary of the Interior to acquire small wetland and pothole areas, "Waterfowl Production Areas."

16 U.S.C. 3901 the Emergency Wetlands Resources Act of 1986, among other provisions, provides for, (1) the graduated increase in price of the Migratory Bird Hunting and Conservation Stamp over a five year period to $15.00; (2) an amount equal to the amount of all import duties collected on arms and ammunition to be paid quarterly into the Migratory Bird Conservation Account beginning in the second quarter of FY 1987; (3) seventy percent of admission fees collected at any unit of the National Wildlife Refuge System to be deposited into the Migratory Bird Conservation Account; and (4) extension of the Wetlands Loan Act to September 30, 1988 and removal of the repayment provision of the wetlands loan.

Basic Authorizing Legislation

The Migratory Bird Conservation Act (16 U.S.C. 715), as amended, establishes a Migratory Bird Conservation Commission to approve areas recommended for acquisition by the Secretary of the Interior. The Act authorizes the Secretary of the Interior to acquire migratory bird areas approved by the Commission.

SUMMARY OF REQUIREMENTS
(Dollar amounts in thousands)

Appropriation: Migratory Bird Conservation Account

	FTE-T	Amount	FTE-T	Amount	
Enacted, 1990			157	30,600	
Adjusted Appropriation, 1990			157	30,600	1/
ADJUSTMENTS TO BASE:					
Other adjustments	----	----			
Total, adjustments to base			----	----	
FY 1991 base budget			157	30,600	
Program changes (Changes to base budget, detailed below)			----	----	
Total requirements (FY 1991 Estimate)			157	30,600	

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Comparison by Activity/Subactivity
(Dollar amounts in thousands)

Comparison by activities/subactivities	1990 Enacted To Date		1990 Adjusted Appropriation 1/		1991 Base		Current Law 1991 Estimates		Increase (Dec.) from 1991 Base	
	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
Printing and Sale of Hunting Stamps	----	420	----	420	----	420	----	420	----	0
Acquisition of Refuges and other areas	157	30,180	157	30,180	157	30,180	157	30,180	0	0
Total, Migratory Bird Conservation Account	157	30,600	157	30,600	157	30,600	157	30,600	0	0

1/ As a result of P.L. 99-177, obligational authority of receipts ($428,000) will be carried as an unobligated balance available in FY 1991 and in future years.

Justification of Program and Performance

Activity: Migratory Bird Conservation Account

(Dollar Amounts in Thousands)

		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Est.	Inc (+) Dec. (-) from Base
Wetland Loan Fund Advance	($)	0	0	0	0	0
	(FTE)	(0)	(0)	(0)	(0)	(0)
Duck Stamp and Misc. Receipts	($)	16,600	16,368	16,600	16,600	0
	(FTE)	(157)	(157)	(157)	(157)	(0)
Entrance Fees	($)	1,190	1,173	1,190	1,190	0
	(FTE)	(0)	(0)	(0)	(0)	(0)
Import Duties	($)	12,810	12,631	12,810	12,810	0
	(FTE)	(0)	(0)	(0)	(0)	(0)
Total Requirements	($)	30,600	30,172	30,600	30,600	0
	(FTE)	(157)	(157)	(157)	(157)	(0)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	P.L. 99-177 B.A. Limitation	FY 1990 Adjusted Approp.
Migratory Bird Conservation Account	$ 30,600	-428	30,172

Summary of Sequester Impact:

As a result of P.L. 99-177, obligational authority of receipts ($428,000) will be carried as an obligated balance in FY 1991 and will be available in future years.

Migratory Bird Conservation Account

Authorization: 16 U.S.C. 715 - The Migratory Bird Conservation Act, as amended. Establishes a Migratory Bird Conservation Commission to approve areas recommended for acquisition by the Secretary of the Interior. The Act authorizes the Secretary of the Interior to acquire migratory bird areas approved by the Commission.

16 U.S.C. 718 - The Migratory Bird Hunting and Conservation Stamp Act, as amended. Commonly known as the "Duck Stamp Act", this law requires all waterfowl hunters 16 years of age or older to possess a valid Federal Migratory Bird Hunting and Conservation Stamp. Funds from the sale of this stamp are placed in the Migratory Bird Conservation Fund established by this Act. The Act also authorizes the Secretary of the Interior to acquire small wetland and pothole areas, "Waterfowl Production Areas."

16 U.S.C. 715k-3 thru 715k-5 - The Wetlands Loan Act, as amended. Authorizes appropriations (not to exceed $200 million, until expended) to accelerate acquisition of migratory waterfowl habitat. Through FY 1989, $197,439,000 was appropriated under this authority. Funds appropriated under the Wetlands Loan Act are merged with receipts from the sales of "duck stamps" and other sources, and made available to the Secretary of the the Interior for acquisition of migratory bird habitat under provisions of the Migratory Bird Conservation Act or the Migratory Bird Hunting and Conservation Stamp Act.

16 U.S.C. 668dd-ee - The National Wildlife Refuge System Administration Act, as amended. Requires the payment of fair market value for any right-of-way easement or reservation granted within the Refuge System. These funds are to be deposited within the Migratory Bird Conservation Account.

16 U.S.C. 3901 Emergency Wetlands Resources Act - Incrementally increases the price of the duck stamp from $7.50 to $10.00, $12.50, and $15.00 over a five year period. The legislation also permits collection of entrance fees, seventy percent of which will be deposited in the Migratory Bird Conservation Account, provides that all import duties on arms and ammunition be deposited into the Migratory Bird Conservation Account, and amended provisions of the Loan Act to extend the authorization until September 30, 1988 and deleted all repayment provisions.

P.L. 100-653, 102 Stat. 3825 - A Bill to strengthen certain Fish and Wildlife Laws - Extends the Wetlands Loan Act authorization until all authorized funds are expended.

Objective: To acquire waterfowl breeding, wintering, and migration habitat needed for maintaining optimum migratory bird population levels and for achieving desirable migration and distribution patterns to fulfill national commitments contained in treaties with Canada, Mexico, Japan, and the USSR.

Base Program: The Service acquires important breeding areas, migration resting places, and wintering areas under terms of the Migratory Bird Conservation Act, and the Migratory Bird Hunting and Conservation Stamp Act. The areas, acquired in fee, easement, or other interests (leases, cooperative agreements, etc.), become units of the National Wildlife Refuge System.

The Service considers a number of factors before seeking approval for acquisition. The factors include: the value of the habitat to the waterfowl resource (in general or for specific species); the degree of threat to these values due to potential land use changes; and the possibility of preserving habitat values through means other than Service

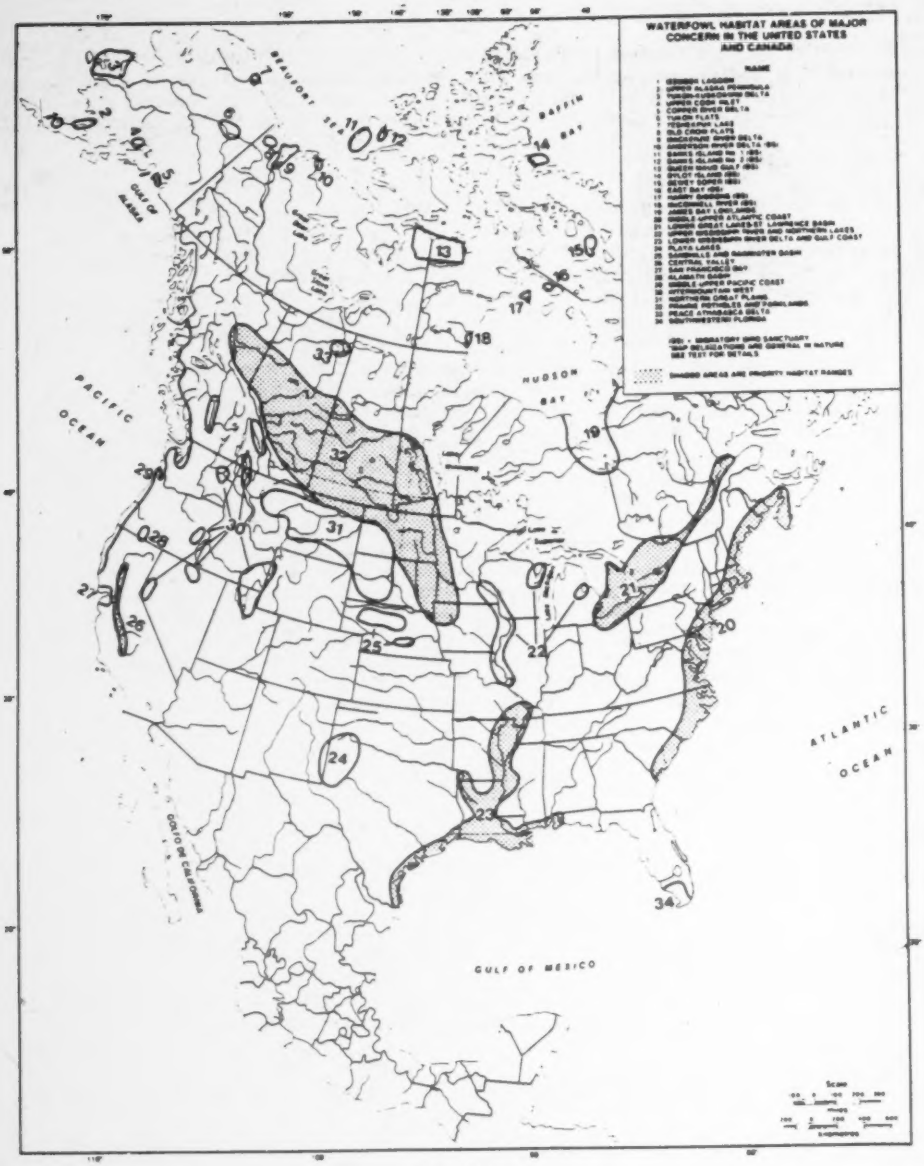
acquisition. It is the Service's policy to acquire land, either in fee or easement, only when other means of preserving habitat are not appropriate, available or effective.

The Migratory Bird Conservation Commission (MBCC) is responsible for considering and passing upon areas of migratory bird habitat (other than Waterfowl Production Areas) that have been recommended by the Secretary of the Interior and for fixing the price at which such areas may be purchased or rented. It is only after MBCC approval that the Service may acquire migratory bird refuges.

During the 1950s, the Service, States, and International Association of Fish and Wildlife Agencies jointly determined that 12.5 million acres of waterfowl habitat needed to be placed under State and Federal control and managed to maintain waterfowl populations that existed at that time. The responsibility for acquiring this habitat was split with the Federal share placed at 8 million acres (including 3.5 million already owned). The passage of the Wetlands Loan Act in 1961 provided a source of additional funds for the Migratory Bird Conservation Fund and enabled the Service to increase acquisition of wetlands. The Service determined during 1976 that 1.95 million acres of the Federal portion of waterfowl habitat remained to be acquired and that it should be preserved during a 10-year period between FY 1977 and FY 1986. This would be done to offset accelerated losses and degradation of wetlands and help maintain waterfowl populations at desired levels. The 10-year acquisition objective was divided into 33 habitat categories with acquisition concept plans developed for Categories 1-15. During this 10-year period, the Service has acquired about 24 percent, or 469,192 acres, of the remaining 1.95 million acres of waterfowl habitat needed. The previous identification of 33 categories for waterfowl habitat acquisition and State-Federal acquisition goals greatly assisted all entities interested in protecting waterfowl habitat. Much has been accomplished using the 33 categories, but the Service has determined to refocus its acquisition efforts to benefit those waterfowl species most in need of habitat protection. The redescription of waterfowl habitat acquisition categories to support the Service's emphasis on nine waterfowl National Resource Species (black duck, cackling Canada goose, canvasback, mallard, Pacific brant, Pacific whitefronted goose, pintail, redhead, wood duck) will highlight the need for habitat protection to improve the status of these species. State review and input into the Service's proposal has been completed. In May 1986, the North American Waterfowl Management Plan was signed by the Secretary of the Interior, Donald Hodel and by the Canadian Minister of the Environment, Thomas McMillen. The plan identified 34 North American areas important to waterfowl, including 21 areas within the United States. In addition, a tripartite agreement was signed in May 1988 by the Fish and Wildlife Service and officials from Canada and Mexico, in which the three parties agreed to undertake cooperative studies for the protection and management of waterfowl and other migratory birds and their habitats in Mexico. A listing of the North American Waterfowl Management Plan's 34 areas and a map depicting their location is shown in Figure 1.

The 21 areas within the United States and identified in the North American Waterfowl Management Plan have been merged and are displayed as 14 categories (Table 1) that represent MBCA acquisition program accomplishments for the FY 1986-2000 period. The first six categories are of particular

FIGURE I



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importance within the North American Waterfowl Plan and will receive major emphasis. The North American Waterfowl Management Plan is expected to shape the Service's MBCA acquisition program through FY 2000.

Funding is from the Wetlands Loan Act, the sale of duck stamps, and other receipts. Funds appropriated under the Wetlands Loan Act have varied from $1 million in FY 1975 to $21,266,000 in FY 1985. The receipts from the sale of duck stamps also vary annually depending upon price of stamps and other factors. The number of stamps sold has declined from 2.5 million in 1971-72 to only 1.6 million sold in 1987-88 and 1.3 million in 1988-89. Sales of stamps for the 1989-90 duck stamp year are anticipated to be approximately 1.3 million $12.50 stamps. Sales are anticipated to be around 1.3 million stamps for the 1990-91 stamp year (July 1990 - June 1991); the second year of the $12.50 duck stamp.

The variance of 100,000 to 200,000 stamps sold from one year to the next is not unusual. Sales vary depending on waterfowl population levels, bag limits, the price of the stamp, and economic conditions. However, the decrease of over 300,000 stamps during the 1988-1989 duck stamp year is attributable to the draught of 1988 and subsequent reduced bag limits and seasons and the severe reductions of waterfowl breeding success. The level of sales for the 1989-90 duck stamp year are expected to be about the same as the previous years. Other receipts in previous years, primarily from rights-of-way for oil, gas and electric transmission lines, also varied greatly from one year to the next; for example in FY 1982, receipts totaled nearly $1,246,000 and in FY 1988 receipts totaled $80,096. Miscellaneous receipts are projected at $100,000 during FY 1991, over one-half of which will be from rights-of-way. With the enactment of the Emergency Wetlands Resources Act (P.L. 99.645) permitting collection of entrance fees on selected National Wildlife Refuges, the Service estimates $1,700,000 in annual revenues. Seventy percent, or approximately $1,190,000 will be deposited in the Migratory Bird Conservation Account. This Act also authorized all import duties for arms and ammunition to be deposited into this account, currently estimated at $12,810,000 annually. The total receipts for FY 1991 are estimated at $30,600,000, based on the projection of revenues as summarized below.

	Revenues ($000)	
	FY 1990	FY 1991
Duck Stamp Receipts	16,500	16,500
Miscellaneous Receipts	100	100
Entrance Fees	1,190	1,190
Import Duties	12,810	12,810
Total	30,600	30,600

Migratory Bird Conservation Account Acquisition Estimates

	FY 1989 Actual Obligations		FY 1990 Enacted to Date		FY 1991 Estimate	
	($000)	Acres	($000)	Acres	($000)	Acres
Refuges	16,337	19,857	20,250	20,000	20,250	20,000
Waterfowl Production Areas	10,761	29,316	10,000	30,000	10,000	30,000
Duck Stamp Printing and Distribution	181	---	350	---	350	---
	27,279	49,173	30,600	50,000	30,600	50,000

FY 1991 MBCA Program: The FY 1986-1990 accomplishments and the FY 1991 total proposed acquisitions are shown on Table 1.

The primary reasons to proceed with acquisition (through fee and easements) in FY 1991 are to prevent the further loss of wetland habitat and to prevent further decline in population levels of certain waterfowl species.

Table 1

Fish and Wildlife Service
NBCA Acquisition Needs and Accomplishments

Category Title/Portions of States Affected	National Species of Special Emphasis	FY 1986 - 1990 Accomplishments Est. Acres	FY 1991 Proposed Acquisition Acres	Acquisition $000
Central Valley CA	wood duck pintail Pacific white-fronted goose cackling Canada goose mallard	16,545	3,000	4,000
Prairie potholes and Parklands ND, SD, MN, IA, MT, WI MI	canvasback pintail mallard redhead	125,775	30,000	10,000
Bottomland Hardwoods LA, TX, MS, AL, AR, OK TN, KY, MO, IL, IA	wood duck mallard	54,952	7,000	6,500
Atlantic Coastal Plain SC, NC, VA, DE, NJ, PA NY, CT, RI, MA, NH, ME	black duck redhead canvasback	9,781	4,000	5,250
Gulf Coast TX, LA, MS, GA, FL	mallard pintail redhead canvasback	15,915	5,000	3,500
Lower Great Lakes/ St. Lawrence Basin MI, NY, OH, PA	black duck	0	1,000	1,000

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Category Title/Portions of States Affected	National Species of Special Emphasis	FY 1986 - 1990 Accomplishments Est. Acres	FY 1991 Proposed Acquisition Acres	FY 1991 Proposed Acquisition $000
Alaska Areas (Yukon-Kuskokwim Delta, Yukon Flats, Teshekpuk Lake) AK	Pacific brant cackling Canada goose mallard pintail canvasback Pacific white-fronted goose	0	0	0
Intermountain West WY, MT, ID, WA, OR, NV, UT	redhead mallard	0	0	0
Northern Great Plains, Sandhills, and Rainwater Basin MT, ND, SD, NB	canvasback pintail mallard redhead	0	0	0
Playa lakes CO, NM, TX, OK, KS,	mallard pintail	0	0	0
Klamath Basin OR, CA	mallard redhead Pac. white-fronted goose cackling Canada goose pintail canvasback	0	0	0
Upper Pacific Coast WA, OR, CA	Pacific brant mallard pintail	1,550	0	0
San Francisco Bay CA	canvasback	0	0	0
Additions to Existing Refuges	all waterfowl	0	0	0
All States		224,518	50,000	30,250

Waterfowl Production Areas comprise the acquisition in fee or easement of prairie potholes scattered throughout the pothole region of the following States.

Idaho	- 1 county	Nebraska	- 7 counties
Iowa	- 1 county	North Dakota	- 39 counties
Michigan	- 2 counties	South Dakota	- 44 counties
Minnesota	- 24 counties	Wisconsin	- 9 counties
Montana	- 22 counties		

The proposed refuge acquisitions under the Migratory Bird Conservation Account are tentative and are subject to the approval of the Migratory Bird Conservation Commission for individual tracts.

Actual acquisition accomplishments will vary depending upon total duck stamp receipts, willing sellers, and availability of other high quality waterfowl habitat scheduled for acquisition.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Migratory Bird Conservation Account	1991 Base		1991 Estimate		Inc(+)/Dec(-)	
Object Class	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
11. Personnel compensation						
11.1 Full-time permanent	151	4,011	151	4,011	0	0
11.3 Other than full-time permanent	6	131	6	131	0	0
11.5 Other personnel compensation		89		89	0	0
11.8 Special personal services payments		30		30	0	0
Total Personnel Compensation	157	4,261	157	4,261	0	0
Other Objects						
12.1 Civilian personnel benefits		778		778		0
21.0 Travel and transportation of persons		360		360		0
22.0 Transportation of things		66		66		0
23.1 Rental payments to GSA		26		26		0
23.2 Rental payments to others		75		75		0
24.0 Printing and reproduction		26		26		0
25.0 Other services		2,992		2,992		0
26.0 Supplies and materials		305		305		0
31.0 Equipment		538		538		0
32.0 Lands and structures		21,173		21,173		0
Total Requirements	157	30,600	157	30,600	0	0

FWS 405

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
MIGRATORY BIRD CONSERVATION ACCOUNT

Program and Financing (in thousands of dollars)

Identification code 14-5137-0-2-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Printing and sale of hunting stamps	210	414	420
00.02 Acquisition of refuges and other areas	27,910	29,758	30,180
10.00 Total obligations	28,120	30,172	30,600
Financing:			
17.00 Recovery of prior year obligations	-199		
21.40 Unobligated balance available, start of year	-3061	-3802	-4230
24.40 Unobligated balance available, end of year	3,802	4,230	4,230
Budget authority:			
60.00 Appropriation (permanent, indefinite) (special fund)	28,662	30,600	30,600

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
MIGRATORY BIRD CONSERVATION ACCOUNT

Program and Financing (in thousands of dollars)

Identification code 14-5137-0-2-303		1989 act.	1990 est.	1991 est.
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	28,120	30,172	30,600
72.40	Obligated balance, start of year	5,971	6,399	5,782
74.40	Obligated balance, end of year	-6399	-5782	-6094
78.00	Adjustments in unexpired accounts	-199		
90.00	Outlays	27,495	30,789	30,288

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
MIGRATORY BIRD CONSERVATION ACCOUNT

Object Classification (in thousands of dollars)

Identification code 14-5137-0-2-303		1989 act.	1990 est.	1991 est.
	Personnel compensation:			
11.1	Full-time permanent	3,832	3,996	4,011
11.3	Other than full-time permanent	116	129	131
11.5	Other personnel compensation	88	89	89
11.8	Special personal services payments	30	30	30
11.9	Total personnel compensation	4,066	4,244	4,261
12.1	Civilian personnel benefits	743	776	778
21.0	Travel and transportation of persons	332	346	360
22.0	Transportation of things	60	63	66
23.1	Rental payments to GSA	24	25	26
23.2	Rental payments to others	69	72	75
24.0	Printing and reproduction	24	25	26
25.0	Other services	2,761	2,877	2,992
26.0	Supplies and materials	281	293	305
31.0	Equipment	496	517	538
32.0	Land and structures	19,264	20,934	21,173
99.9	Total obligations	28,120	30,172	30,600

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Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
MIGRATORY BIRD CONSERVATION ACCOUNT
PERSONNEL SUMMARY

Identification code 14-5137-0-2-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	132	132	132
Total compensable workyears: Full-time equivalent employment	157	157	157
Average ES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

Appropriation Summary Statement

Appropriation: National Wildlife Refuge Fund

Under 16 U.S.C. 715s, as amended by P.L. 95-469 of October 17, 1978, the Service makes payments to counties in which Service lands are located based on their fair market value. Funding for these payments is derived from revenues through the sale of products from Service lands, less expenses for producing revenue and activities related to revenue sharing. If net revenues are insufficient to make full payments according to the formula contained in the Act, direct appropriations are authorized to make up the differential. Payments to counties will be $12,624,000 in Fiscal Year 1991 with $9,000,000 derived from direct appropriation and $3,624,000 from net refuge receipts collected in Fiscal Year 1990.

26-624 O—90——30

NATIONAL WILDLIFE REFUGE FUND

For expenses necessary to implement the Act of October 17, 1978 (16 U.S.C. 715s), $9,000,000.

(Department of the Interior and Related Agencies Appropriations Act, 1990 as included in Public Law 101-121).

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: National Wildlife Refuge Fund

16 U.S.C. 715s as amended; Refuge Revenue Sharing Act as amended. Participation of Local Governments in Revenue from areas administered by the United States Fish and Wildlife Service.

Basic authorizing legislation

The Refuge Revenue Sharing Act (16 U.S.C. 715s) authorizes revenues through the sale of products from Service lands, less expenses for producing revenue and activities related to revenue sharing. The Fish and Wildlife Service makes payments to counties in which Service lands are located. If the net revenues are insufficient to make full payments according to the formula contained in the Act, direct appropriations are authorized to make up the difference.

Justification of Program and Performance

Activity: National Wildlife Refuge Fund

(Dollar amount in thousands)

	FY 1990 Enacted To Date	FY 1991 Base	FY 1991 Estimate	Inc (+) Dec (-) from Base
Refuge Revenue Sharing				
Budget Authority				
Appropriation Request	9,000	9,000	9,000	0
Actual Year Receipt				
Collections	5,990	5,990	5,990	0
Total	14,990	14,990	14,990	0
Payments to Counties Receipts				
Available for Obligation (Unobligated balance, start-of-year)	3,725	3,624	3,624	0
Appropriation	9,000	9,000	9,000	0
Sequestration	-96	0	0	0
Total	12,629	12,624	12,624	0
Receipts from Sales				
Actual Year Receipts	5,990	5,990	5,990	0
Expenses for Sales	-2,366	-2,400	-2,400	0
Receipts not Available for Obligation (Unobligated balance, end-of-year)	3,624	3,590	3,590	0
Servicewide Administrative Support a/	(257)	(261)	(261)	(0)
ANILCA Oil and Gas Permits	50	50	50	0
Unobligated Balance				
Start of Year	31	32	32	0
End of Year	-32 b/	-32	-32	
Total	49	50	50	0
Annual Fund Level				
Current Appropriation	8,904	9,000	9,000	0
Permanent Receipts	5,990	5,990	5,990	0
ANILCA Permits	50	50	50	0
Receipts not Available for Obligation	[85]	0	0	0
Total ($)	14,944	15,040	15,040	0
(FTE)	(26)	(26)	(26)	

a/ Funding reflects estimated costs related to administrative support services.

b/ Includes $1,000 related to sequestration.

Impact of Public Law 99-177

	FY 1990 Enacted To Date	P. L. 99-177 Limitation 1/	FY 1990 Adjusted Appropriation
National Wildlife Refuge Fund Appropriation	9,000	96	8,904

The payments to counties will be reduced. The $96,000 reduction will be distributed on a pro rata basis to each county that receives a payment. The $1,000 reduction in ANILCA permits will not affect the distribution of Refuge Revenue Sharing payments.

Payments to Counties

Authorization: 16 U.S.C. 715s as amended; Refuge Revenue Sharing Act, of 1935 as amended, (Participation of Local Governments in Revenue from Areas Administered by the United States Fish and Wildlife Service).

The law classifies Service lands as reserved lands (reserved from the public domain) or fee lands (acquired). Payments to counties on Service-reserved lands are 25 percent of the net receipts from such lands in the county. In addition, the law authorizes payments in lieu of taxes to be made to counties for lands held by certain other Federal land management agencies. Payments to counties on Service fee lands are based on the largest of the following: (1) 25 percent of net receipts, (2) 3/4 of 1 percent of the fair market value, or (3) 75 cents per acre.

Objectives: To share with the counties the economic return from Service lands and to alleviate the tax loss incurred by the exempt status of the landholdings.

Base Program: Under 16 U.S.C. 715s, as amended by P.L. 95-469 of October 17, 1978, the Fish and Wildlife Service makes payments to counties in which Service lands are located. Formerly, these payments related only to the National Wildlife Refuge System lands. The 1978 amendment extended the coverage to all holdings under sole or primary administration of the Fish and Wildlife Service. Funding for these payments is derived from revenues through the sale of products from Service lands less expenses for producing revenue and activities related to revenue sharing. If the net revenues are insufficient to make full payments according to the formula contained in the Act, direct appropriations are authorized to make up the difference.

In accordance with the law, all Service installations have been appraised over the past 5 years. Payments to counties are based on the appraised value of the installations. The 5-year appraisal cycle started over in FY 1989 and will continue through FY 1993. During FY 1989, 131 Service

installations were appraised. During FY 1990, 120 Service installations are scheduled for appraisal; and payments made to counties in FY 1991 (for the previous year) will be based on these appraisals. In 1991, 120 Service installations are expected to be appraised.

The following table shows the commodities that generate receipts. The FY 1990 estimate of receipts used to make payments to counties is $5,990,000. The Nation's economy influences the level of receipts in the National Wildlife Refuge Fund (NWRF); for example, since almost 40 percent of receipts are based on the oil and gas commodity, production decreases would decrease the total NWRF. It is difficult to predict the fluctuations of the economy and, therefore, difficult to accurately forecast the level of receipts accruing into the NWRF.

NATIONAL WILDLIFE REFUGE FUND ESTIMATE OF FY 1990 RECEIPTS

Grazing	$1,340,000
Hay	200,000
Forest Products	650,000
Mineral Resources - Oil and Gas	1,650,000
Mineral Resources - Sand and Gravel	5,000
Surplus Animal Disposal	400,000
Furbearers	200,000
Salmonid Carcasses and Eggs	45,000
Public Use Revenue (concession operations, etc.)	100,000
Other (bee hives, raw water, other special use)	1,400,000
TOTAL	$5,990,000

The net receipts at the end of any fiscal year are carried over and payments to the counties are made for that year early in the succeeding year with a combination of the net receipts and appropriated funds. In FY 1991, payments to counties will total $12,624,000. Net receipts available for obligation are currently estimated at $3,624,000. The Service is requesting $9,000,000 in appropriations for payments to counties. It is extremely difficult to estimate the total amount of full entitlement due as the estimate is based on the appraised value of Service installations which fluctuates greatly depending on local market conditions. Current projections indicate that the amount of full entitlement would be about $16,935,000 for FY 1991.

Changes for FY 1991		FY 1990	FY 1991	Change
Receipts Available for Obligation	($)	3,725	3,624	-101
Appropriation Request	($)	8,904	9,000	+96
Total	($)	12,629	12,624	- 5

The Changes are due to the impact of P. L. 99-177 and greater than anticipated receipts in FY 1989. Receipts are expected to return to previous levels in FY 1990.

Expenses for Sales

Authorization: 16 U.S.C. 715s, Refuge Revenue Sharing Act, as amended, (Participation of Local Governments in Revenue from areas administered by the United States Fish and Wildlife Service).

Objectives: To administer revenue-producing activities on various field stations designed to yield an optimum level of natural resources for economic return in the course of improving fish and wildlife habitat.

Base Program: The Revenue Sharing Act of 1935 as amended, provides for payment of expenses incurred in connection with revenue-producing activities from (1) the sale of wildlife refuge products, (2) other privileges and, (3) leases for public accommodations or facilities incidental to, and not in conflict with, refuge purposes. Expenses will be reduced in 1990 by $34,000 pursuant to meeting requirements for overall reduction as a result of the impact of P.L. 99-177.

Expenses incurred in connection with revenue-producing activities include: (1) salaries of foresters who cruise and mark timber for sale; (2) salaries and supplies associated with maintenance of fences in support of grazing; (3) costs associated with sale of surplus animals; and (4) expenses involved in selling salmonid eggs and carcasses. Costs are also associated with collecting the refuge share of furs and crops, conducting land appraisals, administering the industrial complex at Crab Orchard National Wildlife Refuge, Illinois, and cooperative management (with the South Carolina Commission of Forestry) of forested habitat on Carolina Sandhills National Wildlife Refuge. The following table shows the amount of effort that serves as the basis for the Expenses for Sales program.

	Actual	Estimated	
	FY 1989	FY 1990	FY 1991
Land Appraisals (No.)	131	120	120
Timber Sales Administration (Acres)	45,000	45,000	45,000
Timber Stand Improvement (Staff-hours)	17,000	17,000	17,000
Haying and Grazing Administration (Staff-hours)	2,700	2,700	2,700
Industrial Complex Admin. (Staff-hours)	27,000	27,000	27,000

ANILCA Oil and Gas Permits

Authorization: Section 1002(d) and Section 1008, 16 U.S.C. 3142 Alaska National Interest Lands Conservation Act (ANILCA).

Section 401(a), 16 U.S.C. 715s, Wildlife Refuge Revenue Sharing Act, as amended.

Objectives: To account for administrative costs associated with permitting oil and gas exploration within the Arctic National Wildlife Refuge (Section 1002) and Non-North Slope Federal lands (Section 1008).

Base Program: The Service has established a separate subactivity within the NWRF to account for monies received from Section 1002 and 1008 permittees. Funds are available only to meet Service expenditures incurred in administering the permit program and monitoring the impact of exploration for oil and gas. Monies requested of the applicants for permits are related to the anticipated cost of Service work relative to the permits and period of exploration. Monies remain in the NWRF until expended or returned to permittees if there are excesses. These funds do not become available with other NWRF receipts for distribution to counties. The level of receipts under the ANILCA subactivity is expected to be $50,000 in FY 1990 and FY 1991. The bulk of the work that will be done in FY 1990 and FY 1991 will be under section 1008 and will involve surface geological exploration, seismic exploration, and possible leasing.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: National Wildlife Refuge Fund	1991 Base FTE-T	1991 Base Amount	1991 Estimate FTE-T	1991 Estimate Amount	Inc(+)/Dec(-) FTE-T	Inc(+)/Dec(-) Amount
Object Class						
11. Personnel compensation						
11.1 Full-time permanent	25	1,529	25	1,529	0	0
11.3 Other than full-time permanent	1	36	1	36	0	0
11.5 Other personnel compensation		17		17	0	0
Total Personnel Compensation	26	1,582	26	1,582	0	0
Other Objects						
12.1 Civilian personnel benefits		293		293	0	0
21.0 Travel and transportation of persons		25		25	0	0
23.2 Rental payments to others		2		2	0	0
24.0 Printing and reproduction		5		5	0	0
25.0 Other services		302		302	0	0
26.0 Supplies and materials		156		156	0	0
31.0 Equipment		51		51	0	0
41.0 Grants, subsidies, and contributions		12,624		12,624	0	0
Total Requirements	26	15,040	26	15,040	0	0

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NATIONAL WILDLIFE REFUGE FUND

Program and financing (in thousands of dollars)

Identification code 14-5091-0-2-806	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Expenses for sales	2,374	2,366	2,400
00.02 ANILCA Oil and gas permits		49	50
00.03 Payments to counties	10,900	12,629	12,624
10.00 Total obligations	13,274	15,044	15,074
Financing:			
17.00 Recovery of prior year obligations	-5		
21.40 Unobligated balance available, start of year	-4284	-3756	-3656
24.40 Unobligated balance available, end of year	3,756	3,656	3,622
39.00 Budget authority	12,741	14,944	15,040
Budget Authority:			
Current:			
40.00 Appropriation	6,645	9,000	9,000
40.00 Portion applied to debt reduction		-96	
43.00 Appropriation (adjusted)	6,645	8,904	9,000
Permanent:			
60.00 Appropriation (indefinite, special fund)	6,096	6,040	6,040

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NATIONAL WILDLIFE REFUGE FUND

Program and financing (in thousands of dollars)

Identification code 14-5091-0-2-806	1989 act.	1990 est.	1991 est.
Relation of obligations to outlays:			
71.00 Obligations incurred, net	13,274	15,044	15,074
72.40 Obligated balance, start of year	353	270	359
74.40 Obligated balance, end of year	-270	-359	-452
78.00 Adjustments in unexpired accounts	-5		
90.00 Outlays	13,353	14,955	14,981

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NATIONAL WILDLIFE REFUGE FUND

Object Classification (in thousands of dollars)

Identification code 14-5091-0-2-806	1989 act.	1990 est.	1991 est.
Personnel compensation:			
11.1 Full-time permanent	1,372	1,430	1,529
11.3 Other than full-time permanent	32	33	36
11.5 Other personnel compensation	16	16	17
11.9 Total personnel compensation	1,420	1,499	1,582
12.1 Civilian personnel benefits	263	278	293
21.0 Travel and transportation of persons	23	24	25
23.2 Rental payments to others	2	2	2
24.0 Printing and reproduction	4	5	5
25.0 Other services	463	408	302
26.0 Supplies and materials	144	150	156
31.0 Equipment	47	49	51
32.0 Land and structures	8		
41.0 Grants, subsidies, and contributions	10,900	12,629	12,624
99.9 Total obligations	13,274	15,044	15,040

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NATIONAL WILDLIFE REFUGE FUND

Personnel Summary

Identification code 14-5091-0-2-806	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	25	25	25
Total compensable workyears:			
Full-time equivalent employment	26	26	26
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

Appropriation Summary Statement

Appropriation: North American Wetlands Conservation Fund

The primary purpose of the conservation program funded from this account is to encourage partnership among public agencies and other interests and to 1) protect, enhance, restore, and manage wetland ecosystems and other habitat for migratory birds and other fish and wildlife, 2) maintain current or improved distributions of migratory bird populations and 3) sustain an abundance of waterfowl and other migratory birds consistent with the goals of the North American Waterfowl Management Plan and the international obligations contained in treaties and conventions and other agreements with Canada, Mexico, and other countries.

Funds deposited into this account include direct appropriations and fines, penalties and forfeitures collected under the authority of the Migratory Bird Treaty Act (16 U.S.C. 797) and interests on obligations held in the Federal Aid to Wildlife Restoration Fund. The funding for the North American Wetlands Conservation Fund is authorized by the North American Wetlands Conservation Act (Act), Public Law 101-233. The Act establishes the North American Wetlands Conservation Council which recommends wetlands conservation projects for the approval of the Migratory Bird Conservation Commission.

The Service anticipates receiving annually an estimated $10,000,000 in interest from the Pittman-Robertson account for Federal Aid in Wildlife Restoration. This fund is derived from excise taxes paid by sportsmen on hunting equipment. The Act also authorizes additional appropriations of up to $15,000,000 annually. Between 50 and 70 percent of the available funds will be spent each year to enhance, restore, and acquire key waterfowl habitat areas in Canada and Mexico, with the remainder to be spent on projects in the Unites States.

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: North American Wetlands Conservation Fund

Appropriation language

For expenses necessary to carry out the provisions of the North American Wetlands Conservation Act, Public Law 101-233, $15,000,000, and in fiscal year 1991 and thereafter, amounts received during the immediately preceding fiscal year under section 6 of the Migratory Bird Treaty Act (16 U.S.C. 707) as penalties or fines or from forfeitures of property, and, in fiscal year 1991 and each year thereafter throught fiscal year 2005, amounts credited as interest during the immediately preceding fiscal year to the Federal Aid in Wildlife Restoration Fund in accordance with section 3(b) of the Act of September 2, 1937 (16 U.S.C. 669(b), as amended. All amounts made available herein shall remain avaiable until expended.

Appropriation language citation and explanation

Public Law 101-233 The North American Wetlands Conservation Act. Establishes the North American Wetlands Conservation Council, which recommends wetlands conservation projects for the approval of the Migratory Bird Conservation Commission, in fulfillment of the habitat protection, restoration and enhancement goals of the North American Waterfowl Management Plan, the Act and the Tripartite Agreement among Mexico, Canada and the United States.

Justification of Program and Performance

Activity: North American Wetlands Conservation Fund

(Dollars in Thousands)

		FY 1990 Enacted	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from 1990	Inc. (+) Dec. (-) from Base
Land Acquisition	$	0	0	0	0	0
	(FTE-T)	(0)	(0)	(0)	(0)	(0)
Wetlands Conservation	$	0	0	24,000	24,000	24,000
	(FTE-T)	(0)	(0)	(0)	(0)	(0)
Grants	$	0	0	0	0	0
	(FTE-T)	(0)	(0)	(0)	(0)	(0)
Administration	$	0	0	1,000	1,000	1,000
	(FTE-T)	(0)	(0)	(17)	(+17)	(+17)
Servicewide Administrative Support 1/	$	(0)	(0)	(10)	(+10)	(+10)
Total		0	0	25,000	25,000	25,000
		(0)	(0)	(17)	(+17)	(+17)
Budget Authority:						
Appropriations		0	0	15,000	15,000	15,000
Interest on Obligations		0	0	9,000	9,000	9,000
Fines, Penalties and Forfeitures		0	0	1,000	1,000	1,000
Total		0	0	25,000	25,000	25,000

1/ Funding reflects estimated costs related to General Administration, Servicewide Administrative Support.

Authorization: P.L. 101-233 - North American Wetlands Conservation Act passed to encourage partnerships among public agencies and other interests to protect, enhance, restore, and manage wetland ecosystems and other habitats for migratory birds and other fish and wildlife, to maintain current or improved distributions of migratory bird populations, and to sustain an abundance of waterfowl and other migratory birds consistent with the goals of the North American Waterfowl Management Plan and the international obligations with other countries.

16 U.S.C. 669-669i - Federal Aid in Wildlife Restoration Act of 1937, as amended, commonly called the Pittman-Robertson Act. It purpose is to assist the states and territories in carrying out projects to restore, enhance, and manage wildlife resources.

16 U.S.C. 715 - The Migratory Bird Conservation Act, as amended, authorizes the Secretary of the Interior to conduct investigations related to migratory birds. Establishes a Migratory Bird Conservation Commission to approve areas recommended for acquisition by the Secretary of the Interior. The Act authorizes the Secretary of the Interior to acquire migratory bird areas approved by Congress.

16 U.S.C. 703-711 - Migratory Bird Treaty Act of 1918, as amended. Implements treaties with Canada, Mexico, Japan, and the Soviet Union and establishes the Federal responsibility for protection and management of migratory game and nongame birds.

16 U.S.C. 668dd-ee - The National Wildlife Refuge System Administration Act, as amended. Requires the payment of fair market value for any right-of-way easement or reservation granted within the Refuge System.

Objective: To protect, enhance, restore, and manage wetland ecosystems for migratory birds and other fish and wildlife in the U.S., Canada, and Mexico consistent with the goals of the North American Waterfowl Management Plan and international obligations.

Base Programs: The North American Waterfowl Management Plan was signed in 1986 as a result of the recognition by the United States and Canada that a cooperative program was necessary to address needs of North America's waterfowl resources. This Plan outlines a strategy for cooperative efforts to protect waterfowl habitat and build up declining waterfowl populations. The Plan acknowledges that the National Governments of the two countries cannot carry out an effort of this scope without assistance, and calls for participation of State, Provincial, Territorial, and local governments; private conservation groups; businesses; and individual citizens in joint venture efforts to restore waterfowl populations.

In the United States, six high priority joint venture areas have been established and are coordinated by the North American Plan Office and implemented within the six areas by the Service's Regional offices. On-the-ground activities have proceeded in these high priority venture areas and include activities such as reforestation of private landholdings, construction of earthen levees to create impoundments, low level dike construction, selective control burns, providing of permanent nesting cover, cost-sharing on grazing systems and short term leases with private landholders, and public

education programs on the value of wetlands. With the funding support provided by the North American Wetlands Conservation Fund these efforts will be expanded to include additional high priority habitat areas in the U.S., and also provide funding support for similar Plan activities in Canada.

Wetlands in Mexico are of vital importance as wintering habitat for millions of waterfowl and other migratory birds that breed in the U.S. and Canada. Coastal wetlands, in particular, provide critically needed wintering habitat. In a Tripartite Agreement signed in March 1988, officials of the Service, Canadian Wildlife Service and Mexico's Direction General of Ecological Conservation of Natural Resources, agreed to undertake cooperative efforts to conserve Mexican wetlands and the migratory birds and other fish and wildlife that utilize them. Funds provided in this legislation will be utilized to support cooperative studies that will be undertaken by Mexican authorities, local universities, and conservation organizations. These studies will be designed to determine practical ways to conserve Mexico's wetlands for the North American wildlife and fisheries resources that depend on them for survival. Initial efforts will focus on the Mexican east coast at Pantanos de Centla, Laguana de Terminos, Alverado, and Rio Lagartos. These studies will involve public education, mapping of key wetland sites, and establishing optimal habitat management procedures.

Administration: The North American Wetlands Conservation Act (Act) establishes a North American Wetlands Conservation Council (Council) consisting of nine members representing the Service, the National Fish and Wildlife Foundation, the four migratory bird flyways, and three nonprofit conservation organizations. The Director of the Service will appoint a coordinator to provide staff support to the Council and facilitate implementation of the Act. The Council will be responsible for developing a list of wetlands conservation projects for recommendation to the Migratory Bird Conservation Commission (Commission). This project list will be submitted to the Commission by January 1, of each year, and will include a description of the projects and estimated costs. The Commission will then approve, reject, or reorder the priority of any project submitted by the Council. Projects approved by the Commission will be funded under authority of this Act. This Act authorizes funding support through an annual appropriation for Fiscal Years 1991-1994, an interest fund under the Federal Aid in Wildlife Restoration Act (16 U.S.C. 669b), and migratory bird fines, penalties, and forfeitures received under Section 6 of the Migratory Bird Treaty Act (16 U.S.C. 707).

For the funds that are allocated in support of the projects approved by the Migratory Bird Commission, at least 50 percent, but not more than 70 percent, shall be provided to carry out activities in Canada and Mexico. The remainder will be allocated to support approved wetland conservation projects in the U.S.

The Administrative fund ($1,000,000/17 FTE's) will be used to support the implementation of this Act. Staffing support will address foreign and domestic needs. Support for domestic activities will be provided by the joint venture coordinators in six regions ($360,000/6 FTE) and international activities will be coordinated by three joint venture coordinators and the Office for the North American Waterfowl Management Plan ($700,000/11 FTE).

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: North American Conservation Fund	1991 Base		1991 Estimate		Inc(+)/Dec(-)	
Object Class	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
11. Personnel compensation						
11.1 Full-time permanent			17	544	17	544
11.3 Other than full-time permanent				50		50
Total Personnel Compensation			17	594	17	594
Other Objects						
12.1 Civilian personnel benefits				131		131
21.0 Travel and transportation of persons				30		30
22.0 Transportation of things				20		20
23.2 Rental payments to others				5		5
24.0 Printing and reproduction				10		10
25.0 Other services				8,796		8,796
26.0 Supplies and materials				5		5
31.0 Equipment				10		10
32.0 Lands and structures				15,399		15,399
Total Requirements			17	25,000	17	25,000

PWS 428

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND

Program and financing (in thousands of dollars)

Identification code 14-5241-0-2-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Conservation activities			10,080
00.02 Grants			6,722
00.03 Administration			1,000
10.00 Total obligations			17,802
Financing:			
24.40 Unobligated balance available, end of year			7,198
39.00 Budget authority			25,000
Budget authority:			
40.00 Appropriation (current)			15,000
60.00 Appropriation (permanent)			10,000

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND

Program and financing (in thousands of dollars)

Identification code 14-5241-0-2-303	1989 act.	1990 est.	1991 est.
Relations of obligations to outlays:			
71.00 Obligations incurred, net			17,802
74.40 Obligated balance, end of year			-217
90.00 Outlays			17,585

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND

Object classification (in thousands of dollars)

Identification code 14-5241-0-2-303	1989 act.	1990 est.	1991 est.
Personnel compensation:			
11.1 Full-time permanent			544
11.3 Other than full-time permanent			50
11.9 Total personnel compensation			594
12.1 Civilian personnel benefits			131
21.1 Travel and transportation of persons			30
22.0 Transportation of things			20
23.2 Rental payments to others			5
24.0 Printing and reproduction			10
25.0 Other services			8,796
26.0 Supplies and materials			5
31.0 Equipment			10
32.0 Land and structures			8,201
99.9 Total obligations			17,802

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND
PERSONNEL SUMMARY

Identification code 14-5241-0-2-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions			17
Total compensable workyears:			
Full-time equivalent employment			17
Average ES salary			75,043
Average GS grade			9.48
Average GS salary			31,339
Average salary of ungraded positions			23,303

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND

Program and Financing (in thousands of dollars)

Identification code 14-5241-2-2-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Conservation activities			-6000
00.02 Grants			-4681
10.00 Total obligations			-10681
Financing:			
24.40 Unobligated balance available, end of year			-4319
39.00 Budget authority			-15000
Budget authority:			
40.00 Appropriation			-15000

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND

Program and Financing (in thousands of dollars)

Identification code 14-5241-2-2-303	1989 act.	1990 est.	1991 est.
Relation of obligations to outlays:			
71.00 Obligations incurred, net			-10681
74.40 Obligated balance, end of year			96
90.00 Outlays			-10585

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND

Object Classification (in thousands of dollars)

Identification code 14-5241-2-2-303	1989 act.	1990 est.	1991 est.
25.0 Other services			-8601
32.0 Land and structures			-2080
99.9 Total obligations			-10681

FWS 435

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
NORTH AMERICAN WETLANDS CONSERVATION FUND
PERSONNEL SUMMARY

Identification code 14-5241-2-2-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions			-17
Total compensable workyears: Full-time equivalent employment			-17
Average ES salary			75,043
Average GS grade			9.48
Average GS salary			31,339
Average salary of ungraded positions			23,303

Appropriation Summary Statement

Appropriation: African Elephant Conservation Fund

Financial assistance is provided to any African government agency, cities' Secretariats and organization or individual with experience in African elephant conservation for approved projects for research, conservation management or protection of African elephants. In addition, excess fines from penalties, donations, and appropriations are requested to provide for financial assistance and administration.

Donations to the Fund are accepted from private organizations and individual citizens.

Civil penalties assessed under Section 2204 of the African Elephant Conservation Act are to be deposited into the Fund, less any awards for information on criminal or civil activities related to the Act.

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: Rewards and Operations

Appropriation language

For expenses necessary to carry out the provisions of the African Elephant Conservation Act (16 U.S.C. 4201-4203, 4211-4213, 4221-4225, 4241-4245, 1538) $1,000,000, to remain available until expended.

Appropriation language citation and explanation

16 U.S.C. 4201-4203, 4211-4213, 4221-4225, 4241-4245,1538 African Elephant Conservation Act. Provides for the payment of rewards for information leading to a civil penalty or criminal conviction under the African Elephant Conservation Act. Excess fines after payment of rewards may be available to the Trust Fund subject to appropriation.

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: African Elephant Conservation Fund

Appropriation language

This activity does not require appropriation language in the budget since there is permanent authority to use the receipts.

16 U.S.C. 4201-4203, 4211-4213, 4221-4225, 4241-4245, 1538. African Elephant Conservation Act.

Basic authorizing legislation

The purpose of the Act is to perpetuate healthy populations of African elephants. The Secretary of the Interior may provide financial assistance from the Fund for approved projects for research, conservation, management or protection of African Elephants.

Justification of Program and Performance

African Elephant Conservation Fund

(Dollars in Thousands)

	1990 Enacted To Date		1991 Request	Inc. (+) Dec. (-) From 1990
Appropriations:				
Payment of Rewards	$ 0		200	+200
(FTE)	(0)		(0)	(0)
Conservation Projects	$ 0	1/	770	+770
(FTE)	(0)		(0)	(0)
Administration	$ 0		30	+ 30
(FTE)	(0)		(1)	(+1)
	$ 0	1/	1,000	+1,000
Subtotal (FTE)	(0)		(1)	(+1)
Permanent:				
Donations	$ 0		500	+500
(FTE)	(0)		(0)	(0)
Service-wide Administrative Support 2/	$ [0]		[3]	[+3]
(FTE)	(0)		(0)	(0)
Total Requirements	$ 0	1/	1,500	+1,500
(FTE)	(0)		(1)	(+1)

1/ 1990 Appropriation of $350,000 was included in Resource Management under General Administration.

2/ Funding reflects estimated costs related to General Administration, Service-wide Administrative Support.

Sources of Income:

	(Dollars in Thousands)
Fines and Penalties	200
General Fund	800
Donations	500
Total Amounts	1,500

PAYMENT OF REWARDS

Authorization: 16 U.S.C. 4225; African Elephant Conservation Act. Section 2205(a) provides that rewards may be paid for information leading to a civil penalty or criminal conviction under the Act. 16 U.S.C. 4224; Section 2204(d) provides that penalties collected under this Section may be used to pay rewards under Section 2205.

Objectives: To provide for the payment of rewards to any person who furnishes information which leads to a civil penalty or a criminal conviction under this Act. To assist in the identification of violations under this Act and convictions of individuals responsible.

Base Program: Funds collected from fines and penalties are proposed to be used to pay rewards for information assisting in criminal convictions or civil penalties under this Act. The amount of the reward will depend upon the penalty or fine assessed, and will be up to one half of that total amount, or $25,000, whichever is less.

Distribution of Change by Object Classification

The object class detail for the proposed $200,000 increase is as follows:

Other Services +$200,000

CONSERVATION

Authorization:

16 U.S.C. 4212; African Elephant Conservation Act. The purpose of this Act is to perpetuate healthy populations of African elephants. The purpose of the Fund is for the United States to assist in the conservation and protection of the African elephant by supporting the conservation programs of African countries and to provide financial resources for those programs.

Objective:

To provide grants for African elephant research, conservation, management, and protection.

Base Program:

The African Elephant Conservation Act of 1988 (Title II of the Endangered Species Act Amendments) established a fund for assisting nations and organizations involved with conservation of African elephants. The Fund is to be established in FY 91 as a separate account. The Service will provide grants from the Fund to African nations with elephants, and to qualified organizations and individuals with proposals to protect and manage critical populations of African elephants. The Service will cooperate in development of action plans to identify projects which appear to be of biological value and technical feasibility, and provide funds to implement highest priority projects identified by the African nations. The Service will also work with other Federal agencies that provide assistance for African countries that will help conserve elephants to ensure a coordinated

program. The funds available would be used for grants to increase control of taking, to study elephant populations and their habitats, and to enhance other elephant conservation activities. The Service would join the European Community nations, the World Wildlife Fund, and other international organizations which have initiated a coordinated effort to provide elephant assistance.

Funding for this activity is from:

1. Appropriations,

2. Donations to the Fund from private organizations and individual citizens,

3. Civil penalties assessed under Section 2204 of the African Elephant Conservation Act, less any rewards for information on criminal or civil activities related to the Act.

After making deductions of up to 3% for administrative expenses, as provided in the Act, the remainder is dispersed in grants based on project proposals approved by the Secretary. Projects proposals are approved if the project will enhance programs for African elephant research, conservation management, or protection.

Each entity that receives grants from the Fund will be required to provide periodic reports to the Director with information evaluating the progress and success of the project.

Distribution of Change by Object Classification

The object class detail for the proposed $770,000 increase is as follows:

Grants, subsidies, and contributions	+ $770,000

26-624 O—90——31

ADMINISTRATION

Authorization: 16 U.S.C. 4212; African Elephant Conservation Fund Act. Section 2102(c)(2) provides that not more than 3% of amounts appropriated to the Fund for a fiscal year may be used by the Secretary to administer the Fund for that fiscal year.

Objective: The objective of the administrative portion of the Elephant Fund is to administer and execute the program as provided by the authorizing Act.

Program administrative costs represent support costs for administration of the grant program by the Office of Management Authority, Elephant Coordinator.

Distribution of Change by Object Classification

The object class detail for the proposed $30,000 increase is as follows:

Salaries and Benefits	$15,000
Travel	15,000
Total	$30,000

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: African Elephant Conservation Fund	1991 Base FTE-T	1991 Base Amount	1991 Estimate FTE-T	1991 Estimate Amount	Inc(+)/Dec(-) FTE-T	Inc(+)/Dec(-) Amount
Object Class						
11. Personnel compensation						
11.1 Full-time permanent			1	21	1	21
Total Personnel Compensation			1	21	1	21
Other Objects						
12.1 Civilian personnel benefits				4		4
21.0 Travel and transportation of persons				4		4
25.0 Other services				1		1
41.0 Grants, Subsidies, and contributions				1,280		1,280
91.0 Unvouchered				190		190
Total Requirements			1	1,500	1	1,500

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
REWARDS AND OPERATIONS

Program and financing (in thousands of dollars)

Identification code 14-1692-0-1-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Payment of rewards	0	0	190
00.02 Payment to trust fund	0	0	800
10.00 Total obligations	0	0	990
Financing:			
24.40 Unobligated balance, end of year	0	0	10
60.00 Budget authority (appropriation) (permanent)	0	0	1000
Relation of obligations to outlays:			
71.00 Obligations incurred, net	0	0	990
90.00 Outlays	0	0	990

Standard Form 300 DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
REWARDS AND OPERATIONS
Object classification (in thousands of dollars)

Identification code 14-1692-0-1-303	1989 act.	1990 est.	1991 est.
Direct obligations:			
41.0 Grants, subsidies, and contributions	0	0	800
91.0 Unvouchered	0	0	190
99.9 Total obligations	0	0	990

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
AFRICAN ELEPHANT CONSERVATION FUND

Program and financing (in thousands of dollars)

Identification code 14-8154-0-7-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Conservation projects	0	0	620
00.02 Administration	0	0	30
10.00 Total obligations	0	0	650
Financing:			
24.40 Unobligated balance, end of year	0	0	650
60.00 Budget authority (appropriation) (permanent)	0	0	1300
Relation of obligations to outlays:			
71.00 Obligations incurred, net	0	0	650
74.40 Obligated balance, end of year	0	0	-390
90.00 Outlays	0	0	260

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
AFRICAN ELEPHANT CONSERVATION FUND

Object classification (in thousands of dollars)

Identification code 14-8154-0-7-303	1989 act.	1990 est.	1991 est.
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	0	0	21
11.9 Total personnel compensation	0	0	21
12.1 Civilian personnel benefits	0	0	4
21.0 Travel and transportation of persons	0	0	4
25.0 Other services	0	0	1
41.0 Grants, subsidies, and contributions	0	0	620
99.9 Total obligations	0	0	650

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
AFRICAN ELEPHANT CONSERVATION FUND

Personnel Summary

Identification code 14-8134-0-7-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	0	0	1
Total compensable workyears:			
Full-time equivalent employment	0	0	1
Average SES salary	0	0	75,043
Average GS grade	0	0	9.48
Average GS salary	0	0	31,339
Average salary of ungraded positions	0	0	23,303

Appropriation Summary Statement

Appropriation: Sport Fish Restoration

Assistance is given to the States, Puerto Rico, Guam, the Virgin Islands, the Northern Mariana Island, the American Samoa and the District of Columbia. States are reimbursed up to 75 percent of the cost of approved fish restoration and management projects, including research into fish culture, formulation of restocking plans, and acquisition and improvement of fish habitat. States are required to allocate at least 10 percent of the annual apportionment to facilities for recreational boating purposes, and many allocate at least 20 percent of their annual apportionment for the aquatic resource education program.

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: Sport Fish Restoration Account

16 U.S.C. 777-777k; as amended by the Deficit Reduction Act of 1984 (P.L. 98-369), the Surface Transportation and Uniform Relocation Assistance Act of 1987 (P.L. 100-17), and the Coast Guard Authorization Act of 1987 (P.L. 100-448). Federal Aid in Fish Restoration Act of 1950, commonly called the Dingell-Johnson or D-J Act, or Wallop-Breaux Act (Payment to States).

Basic authorizing legislation

The purpose of this Act is to assist the States, Puerto Rico, Guam, the Virgin Islands, Northern Mariana Islands, American Samoa and the District of Columbia in carrying out projects to restore, enhance, and manage sport fishery resources.

Justification of Program and Performance

Activity: Sport Fish Restoration
Subactivity: Fish Restoration

(Dollar Amounts in Thousands)

Program Elements		1990 Adjusted Appropriation	1991 Estimate	Inc. (+) Dec. (-) From 1990
Payments to States	$	179,800	199,660	+19,860
	(FTE-T)	(0)	(0)	(0)
Administration	$	10,391	12,740	+2,349
	(FTE-T)	(50)	(50)	(0)
Servicewide Administrative Support 1/	$	(2,929)	(3,383)	(+454)
	(FTE-T)	(0)	(0)	(0)
Reverted Funds	$	(353)	(353)	(0)
	(FTE-T)	(0)	(0)	(0)
Unavailable for Obligation		[15,448]	0	[-15,448]
Total Requirements	$	190,191	212,400	+22,209
	(FTE-T)	(50)	(50)	(0)

1/ Funding reflects estimated costs related to General Administration, Servicewide Administrative Support.

The amount unavailable for obligation is the difference between the total resources available from the Sport Fish Restoration Account and the limitation on obligation to meet the deficit reduction target under the Gramm-Rudman-Hollings Act. Actual deposits to the account in FY 1989 were $205.6 million. Funds withheld from obligation in fiscal year 1990 will be carried over into fiscal year 1991.

Impact of Public Law 99-177:

The impact of the sequester is amounts apportioned to the States for grants will be reduced. The amounts reduced will be carried over into fiscal year 1991.

PAYMENTS TO STATES

Authorization: 16 U.S.C. 777-777k; Federal Aid in Sport Fish Restoration Act of 1950, as amended by the Deficit Reduction Act of 1984 (P.L. 98-369), commonly called the Dingell-Johnson or D-J Act. The purpose of this Act is to assist the States, Puerto Rico, Guam, the Virgin Islands, the Northern Mariana Islands, American Samoa, and the District of Columbia in carrying out projects

to restore, enhance, and manage sport fishery resources.

Objective: To support State projects, through financial assistance, that:

1. Restore, conserve, manage, and enhance sport fish resources.

2. Provide for public use and/or benefits from sport fish resources.

Base Program: All 50 States, Puerto Rico, Guam, American Samoa, the Northern Mariana Islands, the Virgin Islands, and the District of Columbia (referred to as the States) participate in this program through their fish and wildlife agencies. Each State selects projects for funding under the program based on its assessment of problems and needs associated with management of its sport fish resources.

The States have wide latitude in the selection of project activities to be funded under this grant program. Only a limited number of activities are ineligible for funding. These include public relations, law enforcement, and commercial activities or other activities where the production of revenue is the principal purpose. Restrictions also apply to stocking or release of fish for immediate harvest and any activities that fail to meet basic standards for substantiality in character and design as outlined in the Federal Aid Manual. These basic standards are that the project:

1. Identifies and describes a need within the purposes of the Act;

2. Identifies the objectives to be accomplished based on the need;

3. Utilizes accepted fish conservation and management principles and appropriate procedures to accomplish the objectives; and

4. Will yield benefits that are pertinent to the need at a level commensurate with project costs.

After making deductions for administrative expenses as provided in the Act, the remainder is apportioned to each State in accordance with a formula contained in the Act which distributes 40 percent of the funds based on the area of each State and 60 percent on the number of paid fishing license holders in each State. Puerto Rico receives 1 percent of total funds apportioned and Guam, the Virgin Islands, the Northern Mariana Islands, American Samoa, and the District of Columbia, each receive one-third of 1 percent.

To use the funds apportioned, the States have the option of submitting individual project proposals or submitting a resource conservation plan.

The States are reimbursed for up to 75 percent of costs incurred under approved projects or plans. Puerto Rico, the Virgin Islands, Guam, the Northern Mariana Islands, and American Samoa are not required to provide a matching share.

Over 500 projects are funded each year. Typical project activities include research on fishery problems, surveys and inventories of fish species, creation and improvement of waters suitable for fish, and providing access and

facilities for the public. Since the beginning of the program, nearly 200,000 acres were acquired, and nearly 400 fishing lakes comprising approximately 60,000 acres were created or restored.

The management of sport fishery resources in the United States, which includes providing recreational fishing opportunities, is primarily a State responsibility. According to the National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, conducted every five years, the last being 1985, 46.4 million persons over age 16 spent 976.6 million days fishing in 1985. Anglers spent $28.1 billion in 1985 for equipment, food and lodging, transportation, licenses, etc., in pursuit of sport fishing. The Federal financial assistance provided through the D-J Program assists the States in meeting this recreational demand.

(Dollars in Thousands)

Change from FY 1990	FY 1990 Adjusted	FY 1991 Estimate	Inc. (+) Dec. (-) From 1990
$	179,800	199,660	+19,860
(FTE-T)	(0)	(0)	(0)

The increase in payments to States is a result of an estimated increase in the amounts to be deposited in the Sport Fish Restoration Account during FY 1990, and because the FY 1990 amount was reduced to meet deficit reduction targets. The amount available in FY 1991 does not anticipate this reduction.

Exhibit 1 is the estimated apportionment of funds to the States for fiscal year 1990.

ADMINISTRATION

Authorization: 16 U.S.C. 777-777k; Federal Aid in Fish Restoration Act. Sec. 777c, as amended by P.L. 98-369, provides that, up to 6 percent of the deposits in the Sport Fish Restoration Account may be deducted for expenses to administer and execute the Act.

Objectives: Objectives for the administrative portion of the D-J program are:

1. To administer and execute the program as provided by the authorizing Act, and the regulations and policies established by the Service to assure that the program continues to accomplish its intended purposes.

2. To provide services to the States in the design and execution of their fisheries projects, and conduct studies that will assist them in meeting their needs for fisheries management.

Base Program: The Service is authorized to deduct up to 6 percent from available funds prior to making apportionment of the remainder to the States. These funds are used for general program administration and special projects which provide direct benefit to the States.

Program administrative costs represent salary and related support costs for personnel at the Washington and Regional Offices.

The D-J Act, and the regulations and policies issued under it, establishes conditions for State participation in the benefits of the Act. A principal condition is that projects carried out by the States must be "substantial in character and design." This requires working with the States at a professional level in project planning and design, and in the review of projects and comprehensive plans submitted for approval. As projects progress, they are monitored through on-site inspections and/or review of reports to assure work is being conducted as planned and approved. The Service is responsible for ensuring compliance with other Federal laws and regulations such as the National Environmental Policy Act, the Endangered Species Act, and Federal administrative requirements applicable to grant programs. These activities are conducted at the Regional Offices. Overall program support and direction, including the development of policies for implementation of the Act and other Federal laws and regulations, is provided at the headquarters level.

Because of similarities between the D-J program and the related Federal Aid in Wildlife Restoration Program (also called Pittman-Robertson or (P-R), they are administered jointly under similar regulations and policies, and within the same organizational structure. This results in savings due to shared supervision, staff, and related support services.

The special projects funded by deductions from deposits in the Sport Fish Restoration Account have purposes to serve State needs. These projects are carried out at the national level, since it is more efficient and cost effective than the individual States undertaking these projects. The Service has procedures for selecting those special projects for funding which serve high priority needs. These procedures provide for a review of proposals within the Service and by representatives of the States to identify those special projects for funding which serve State needs. The following are special projects for funding in fiscal years 1990 and 1991.

National Survey of Fishing, Hunting, and Wildlife Associated Recreation - The Survey, which is national in scope, summarizes use patterns of the American people in their pursuit of fish and wildlife-related outdoor recreation and provides a comparable data base for each State. This Survey has been conducted every 5 years since 1955. The Survey data are used by both State and Federal fish and wildlife managers in establishing programs and priorities benefitting the resource and, ultimately, the recreationist. In fiscal year 1990, $5,000,000 is estimated for transfer to the Bureau of the Census as start-up costs of the 1995 Survey. An additional $5,000,000 will be needed for transfer to Census in fiscal year 1991 to cover field work. These costs will be distributed equally between P-R and D-J.

Library Reference Service - The Library Reference Service is a continuing project which provides for the cataloging and indexing of research reports produced as a result of Federal Aid research. The Reference Service provides bibliographic searches and copies of reports upon request. By use of this Reference Service, State researchers (and other users) are able to determine work already done to minimize duplication or to build on prior findings. In fiscal year 1990, $440,000 ($220,000 for P-R and $220,000 for D-J) was

allocated to continue this service. A similar amount is estimated for fiscal year 1991.

Cooperative Multi-State Fish and Wildlife Information System (MSFWIS) The Multi-State Fish and Wildlife Information System, located at Virginia Polytechnic and State University, provides technical assistance to States interested in implementing or developing computerized systems for storage and retrieval of fish and wildlife information. Funding was provided in each fiscal year since 1987, and will continue in 1991. During fiscal year 1990, $120,000 is estimated for this project and, with a similar amount estimated for fiscal year 1991. The costs are evenly divided between P-R and D-J.

Developing Pro-Active Strategies for Fish and Wildlife Enhancement - In fiscal year 1990, a project was initiated with the Animal Welfare Committee of the International Association of Fish and Wildlife Agencies to provide effective strategies with which the States can maintain and solidify public support for fish and wildlife management and long-term conservation programs. The project is anticipated to be completed in four years, with $80,000 made available in fiscal year 1990 and $185,000 in 1991. Costs will be shared equally with the P-R program.

Cooperative Interstate Fishery Management in the Territorial Seas of the U.S.- The Service is cooperating with the Atlantic States, Gulf States, and Pacific Marine Fisheries Commissions in a project to develop fisheries plans, evaluate fisheries stocks, and produce information on management of marine sport fisheries. In fiscal years 1990, $400,000 of D-J funds was allocated for this project and a similar amount is estimated for fiscal year 1991.

Implementation of Project WILD Aquatic Education Program - During 1986 and 1987, the Service supported a project to develop aquatic education materials to integrate into the existing Project WILD. The Service will support the implementation of this material, including the training of teachers and the evaluation of the program. In fiscal year 1990, $90,000 is estimated to complete this project. Costs will be equally distributed between P-R and D-J.

Responsive Management Project - In fiscal year 1989, a project was initiated to develop a microcomputer-based constituency survey system for use by State fish and wildlife agencies. During fiscal year 1990 and 1991, the system will be implemented by providing coordination, guidance and assistance to States. In 1990, $140,000 is allocated for completion of the system development and to begin implementation, with $100,000 estimated for completion of the project implementation in fiscal year 1991. Cost will be shared equally with the P-R program.

Plan to Network and Develop Urban Fisheries Nationwide - During fiscal year 1990, an estimated $84,000 will be provided to the Sport Fishing Institute to support the second phase of the Institute's urban fishing program.

Revised American Fisheries Society (AFS) Publication 13 - The Service will support the AFS in revising its publication, "Monetary Values of Freshwater Fish and Fish-Kill Counting Guidelines." An estimated $47,000 was allocated for this project in fiscal year 1990. No additional costs are anticipated.

Effect of Sport Fishing License Fees and License Accessibility on Fishing Participation - During fiscal year 1990, an estimated $54,000 was provided to the Sport Fishing Institute to carry out a one-year study to determine the effect of license cost and other factors on fishing participation.

(Dollar Amounts in Thousands)

Change from FY 1990	FY 1990 Adjusted	FY 1991 Estimate	Inc. (+) Dec. (-) From 1990
Administration			
$	10,391	12,740	+2,349
(FTE-T)	(50)	(50)	(50)

(Dollars in Thousands)

	FY 1990	FY 1991	(+) or (-)
Program administrative costs	6,866	5,266	-1,600
Special Projects:			
National Survey	2,500	2,500	0
Library Reference Service	220	220	0
Fish and Wildlife Information System	60	60	0
Developing Pro-Active Strategies	40	92	+52
Marine Fisheries Data	400	400	0
Implementation of Project WILD	50	0	-50
Responsive Management Project	70	50	-20
Network and Develop Urban Fisheries	84	0	-84
Revised AFS Fisheries Publication	47	0	-47
Fishing License Fees and Accessibility	54	0	-54
Available for additional projects	0	4,152	+4,152
Total	10,391	12,740	+2,349

Program administrative costs will be less in FY 1991. The Motorboat Fuels Tax Study, required by (P.L. 100-448) was funded in fiscal year 1990 ($1,600), and additional funding for this study is not anticipated in fiscal year 1991. The amounts available for additional special projects will be used only if additional projects are selected by the Service, and upon consultation with the States. Any amount not allocated for such projects will be included in the apportionment to the States.

REVERTED FUNDS

Authorization: 16 U.S.C. 777-777k; Federal Aid in Fish Restoration Act. Section 777b provides that funds not used by the States shall revert to the Fish and Wildlife Service.

Objective: To carry out the research program of the Fish and Wildlife Service relating to fish of material value for sport or recreation.

Base Program: The D-J Act provides that funds apportioned to the States are available for obligation and expenditure during the year of apportionment and the succeeding fiscal year. After this period of availability, the funds revert to the Service for fishery research purposes. Since the beginning of the D-J program, $4,152,974 have reverted to the Service. The following table shows actual reversions by year for the past 10 years:

Fiscal Year	Dingell-Johnson
1980	224,076
1981	115,278
1982	160,609
1983	76,052
1984	96,583
1985	90,012
1986	834
1987	40,610
1988	49,837
1989	352,664
Total	$1,206,555

The amount of reversions is not predictable, and varies, since they are based on the States' ability to obligate and expend funds in any one year.

Exhibit 2 shows the uses of reverted funds for fiscal year 1989. Since these funds do not have a time limitation for obligation, small amounts may be carried forward to a subsequent fiscal year in order to support higher priority activities. Thus, the total in Exhibit 2 does not equal the total amount of reverted funds listed for fiscal year 1989.

Exhibit 1

ESTIMATED APPORTIONMENT OF FEDERAL AID IN FISH RESTORATION FUNDS FOR FISCAL YEAR 1990

ALABAMA	3,025,599
ALASKA	8,990,000
ARIZONA	3,831,960
ARKANSAS	3,214,131
CALIFORNIA	8,990,000
COLORADO	4,455,300
CONNECTICUT	1,798,000
DELAWARE	1,798,000
FLORIDA	3,959,174
GEORGIA	3,534,300
HAWAII	1,798,000
IDAHO	2,927,968
ILLINOIS	3,781,266
INDIANA	2,738,980
IOWA	2,497,616
KANSAS	2,626,920
KENTUCKY	2,886,777
LOUISIANA	2,754,905
MAINE	1,798,000
MARYLAND	1,798,000
MASSACHUSETTS	1,798,000
MICHIGAN	7,216,420
MINNESOTA	6,493,052
MISSISSIPPI	2,492,418
MISSOURI	4,737,900
MONTANA	4,164,963
NEBRASKA	2,366,226
NEVADA	2,708,633
NEW HAMPSHIRE	1,798,000
NEW JERSEY	1,798,000
NEW MEXICO	3,294,022
NEW YORK	4,700,762
NORTH CAROLINA	2,498,071
NORTH DAKOTA	1,929,502
OHIO	4,729,339
OKLAHOMA	3,332,433
OREGON	4,411,687
PENNSYLVANIA	4,621,221
RHODE ISLAND	1,798,000
SOUTH CAROLINA	1,973,568
SOUTH DAKOTA	2,217,313
TENNESSEE	3,204,448
TEXAS	8,990,000
UTAH	2,958,325
VERMONT	1,798,000
VIRGINIA	2,893,845
WASHINGTON	4,344,315
WEST VIRGINIA	1,798,000
WISCONSIN	6,104,609
WYOMING	2,729,367
PUERTO RICO	1,798,000
GUAM	599,333
VIRGIN ISLANDS	599,333
AMERICAN SAMOA	599,333
MARIANA ISLANDS	599,333
DISTRICT OF COLUMBIA	599,333
TOTAL	179,800,000

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Exhibit 2

USE OF FEDERAL AID (SPORT FISH) REVERTED FUNDS IN FY 1989

Detection of transmissible agents in Iron River National Fish Hatchery lake trout mortalities. National Fisheries Research Center-Leetown, Kearneysville, West Virginia.	$35,000
Test of practical diets for larval/juvenile striped bass. National Fisheries Research Center-Leetown, Kearneysville, West Virginia.	$14,837
Identification of IHN virus strains. National Fisheries Research Center-Seattle, Seattle, Washington.	$17,700
Total	$67,537

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Sport Fish Restoration	1991 Base FTE-T	1991 Base Amount	1991 Estimate FTE-T	1991 Estimate Amount	Inc(+)/Dec(-) FTE-T	Inc(+)/Dec(-) Amount
Object Class						
11. Personnel Compensation:						
11.1 Permanent positions	42	1,994	42	2,046	0	52
11.3 Positions other than permanent	8	55	8	57	0	2
11.5 Other personnel compensation		21		21	0	0
Total Personnel Compensation	50	2,070	50	2,124	0	54
Other Objects						
12.1 Civilian personnel benefits		392		403		11
21.0 Travel and transportation of persons		177		186		9
22.0 Transportation of things		11		11		0
23.2 Rental payments to others		16		17		1
24.0 Printing and reproduction		60		63		3
25.0 Other services		22,867		9,676		(13,191)
26.0 Supplies and materials		35		37		2
31.0 Equipment		211		223		12
41.0 Grants, subsidies, and contributions		179,800		199,660		19,860
Total Requirements	50	205,639	50	212,400	0	6,761

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Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
SPORT FISH RESTORATION

Program and financing (in thousands of dollars)

Identification code 14-8151-0-7-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Payments to States	186,619	179,800	199,660
00.02 Administration	6,673	10,391	12,740
10.00 Total obligations	193,292	190,191	212,400
Financing:			
17.00 Recovery of prior year obligations	-19110		
21.40 Unobligated balance available, start of year	-38507	-50988	-66436
24.40 Unobligated balance available, end of year	50,988	66,436	66,436
60.00 Budget authority (appropriation) (permanent, indefinite)	186,663	205,639	212,400
Relation of obligations to outlays:			
71.00 Obligations incurred, net	193,292	190,191	212,400
72.40 Obligated balance, start of year	138,535	166,484	180,919
74.40 Obligated balance, end of year	-166484	-180919	-196904
78.00 Adjustments in unexpired accounts	-19110		
90.00 Outlays	146,233	175,756	196,415

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
SPORT FISH RESTORATION

Object classification (in thousands of dollars)

Identification code 14-8151-0-7-303	1989 act.	1990 est.	1991 est.
Personnel compensation:			
11.1 Full-time permanent	1,942	1,994	2,046
11.3 Other than full-time permanent	54	55	57
11.5 Other personnel compensation	20	21	21
11.9 Total personnel compensation	2,016	2,070	2,124
12.1 Civilian personnel benefits	382	392	403
21.0 Travel and transportation of persons	168	177	186
22.0 Transportation of things	10	11	11
23.2 Rental payments to others	15	16	17
24.0 Printing and reproduction	57	60	63
25.0 Other services	3,789	7,419	9,676
26.0 Supplies and materials	33	35	37
31.0 Equipment	201	211	223
32.0 Land and structures	2		
41.0 Grants, subsidies, and contributions	186,619	179,800	199,660
99.9 Total obligations	193,292	190,191	212,400

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
SPORT FISH RESTORATION

Personnel Summary

Identification code 14-8151-0-7-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	42	42	42
Total compensable workyears:			
Full-time equivalent employment	50	50	50
Full-time equivalent of overtime and holiday hours			
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

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Appropriation Summary Statement

Appropriation: Permanents and Trusts

Assistance is given to the States, Puerto Rico, Guam, the Northern Mariana Islands, and the Virgin Islands through the appropriation of funds equal to the 11 percent excise tax on sporting arms and ammunition, the 10 percent excise tax on handguns, and the 11 percent on certain archery equipment. States are reimbursed up to 75 percent of the cost of approved wildlife restoration projects, including acquisition and development of land and water areas, for wildlife management research and approved hunter education programs.

Receipts collected from the sale of products from national wildlife refuges established as overlay projects on Corps of Engineers land are used to cover expenses for producing these products and for managing wildlife habitat.

Contributed funds consist mainly of monies appropriated to the State Department to support the sea lamprey research and control program administered by the Great Lakes Fishery Commission. Also, donations are accepted from private organizations and individual citizens in furtherance of service programs.

Rents and other charges collected for occupancy of government-owned quarters are used for maintenance of housing units operated by the Fish and Wildlife Service.

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: Miscellaneous Permanent Appropriations

Appropriation language

Activities funded from Miscellaneous Permanent Appropriations do not require appropriation language in the budget since there is permanent authority to use the receipts.

Appropriation language citation and explanation

16 U.S.C. 669-669i the Federal Aid in Wildlife Restoration Act of 1937, as amended, commonly called the Pittman-Robertson or P-R Act. The purpose of this Act is to assist the States, Puerto Rico, Guam, Northern Mariana Islands, and Virgin Islands in carrying out projects to restore, enhance and manage wildlife resources, and for the conduct of State hunter education programs.

16 U.S.C. 460d provides for Public Parks and Recreational Facilities in Water Resource Development Projects. This covers receipts collected for the sale of products on lands in which the U.S. Army Corps of Engineers has primary jurisdiction, which are used to cover expenses of producing these products and for managing the wildlife habitat in accordance with an agreement.

16 U.S.C. 662 Fish and Wildlife Coordination Act - requires that the costs of constructing, operating, and maintaining measures to prevent or compensate for damages to fish and wildlife caused by a Federal project be considered integral costs of the project.

Public Law 98-548 amends the Federal Aid in Wildlife Restoration Act to make American Samoa eligible for wildlife restoration and hunter safety programs.

Basic authorizing legislation

Activities funded under this heading include a grant program to the States for Federal Aid in Wildlife Restoration, and several national wildlife refuges established as overlay projects on U.S. Army Corps of Engineers land. The grant program is funded by excise taxes and the overlay refuges by receipts derived from timber and grain harvesting activities.

Justification of Program and Performance

Activity: Federal Aid
Subactivity: Wildlife Restoration

(Dollar Amounts in Thousands)

Program Elements		1990 Adjusted Appropriation	1991 Estimate	Inc. (+) Dec. (-) From 1990
Payments to States	$	117,200	123,560	+6,360
	(FTE-T)	(0)	(0)	(0)
Administration	$	9,994	10,740	+746
	(FTE-T)	(50)	(50)	(0)
Servicewide Administrative Support 1/	$	(2,259)	(2,405)	(+146)
	(FTE-T)	(0)	(0)	(0)
Reverted Funds	$	(295)	(295)	(0)
	(FTE-T)	(0)	(0)	(0)
Unavailable for obligation		[19,301]	0	[-19,301]
Total Requirements	$	127,194	134,300	+7,106
	(FTE-T)	(50)	(50)	(0)

1/ Funding reflects estimated costs related to General Administration, Servicewide Administrative Support.

The amount unavailable for obligation is the difference between the total resources available from the Federal Aid in Wildlife Restoration Fund and the limitation on obligation to meet the deficit reduction target under the Gramm-Rudman-Hollings Act. Actual deposits to the fund in FY 1989 were $146.5 million. Funds withheld from obligation in FY 1990 will be carried into FY 1991.

Impact of Public Law 99-177

The impact of the sequester is amounts apportioned to the States for grants will be reduced. The amounts reduced will be carried over into FY 1991.

PAYMENTS TO STATES

Authorization: 16 U.S.C. 669-669i; Federal Aid in Wildlife Restoration Act of 1937, as amended, commonly called the Pittman-Robertson or P-R Act. The purpose of this Act is to assist the States, Puerto Rico, Guam, the Northern Mariana Islands, American Samoa, and the Virgin Islands in carrying out projects to restore, enhance, and manage wildlife resources, and for the conduct of State hunter education programs.

Objectives: To support State projects, through financial assistance, that:

1. Restore, conserve, manage, and enhance wild birds and mammals.

2. Provide for public use and/or benefits from wildlife resources.

3. Educate hunters in the skills, knowledge, and attitudes necessary to be a safe and responsible hunter.

Base Program: All 50 States, Puerto Rico, Guam, the Northern Mariana Islands, American Samoa, and the Virgin Islands (referred to as the States) participate in this program through their fish and wildlife agencies. Each State selects projects for funding under the program based on its assessments of problems and needs associated with management of its wildlife resources.

The States have wide latitude in the selection of projects to be funded under this grant program in that only a limited number of activities are ineligible for funding. These include public relations, law enforcement, commercial activities, or activities where the production of revenue is the principal purpose. Restrictions also apply to stocking or releasing of wildlife for immediate harvest without objectives for restoration or establishment of self-sustaining populations, and any activities that fail to meet basic standards for substantiality in character and design as outlined in the Federal Aid Manual. These basic standards are that the project:

1. Identifies and describes a need within the purposes of the Act;

2. Identifies the objectives to be accomplished based on the need;

3. Utilizes accepted wildlife conservation and management principles and appropriate procedures to accomplish the objectives; and

4. Will yield benefits that are pertinent to the need at a level commensurate with project costs.

The funds to support the State projects are derived from the 11 percent excise tax on firearms, ammunition, and archery equipment, and the 10 percent tax on pistols and revolvers. These tax receipts are appropriated to the U.S. Fish and Wildlife Service (Service), through permanent-indefinite appropriation authority, for use in the fiscal year following collection. After making deductions for administrative expenses, as provided in the Act, the remainder is apportioned to the States in accordance with a formula contained in the Act which distributes 50 percent of the funds based on the area of each State and 50 percent on the number of paid hunting license holders in each State. Puerto Rico receives one-half of 1 percent and Guam, the Virgin Islands, American Samoa, and the Northern Mariana Islands each receive one-sixth of 1 percent of the total funds apportioned. An additional amount is apportioned to the States for hunter education based on population.

To use the funds apportioned, the States have the option of submitting individual project proposals or submitting a resource conservation plan. The States are reimbursed for up to 75 percent of costs incurred under approved projects or plans. Puerto Rico, the Virgin Islands, Guam, American

Samoa, and the Northern Mariana Islands are not required to provide a matching share.

Over 400 projects are funded each year. Typical project activities include research on wildlife problems, surveys, and inventories of wildlife species, acquisition and improvement of wildlife habitat, providing access and facilities for the public, and providing training in hunter safety and responsibilities. Since the beginning of the program, over 4 million acres of land were acquired under the programs and over 4,000 wildlife management areas were acquired, developed, or managed.

The management of wildlife resources in the United States, which includes providing recreational opportunities related to wildlife resources, is primarily a State responsibility. According to the National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, conducted every five years with the latest in 1985, 16.7 million persons over age 16 spent more than 334 million days hunting in 1985. In addition, 134.7 million persons participated in some type of nonconsumptive wildlife-associated activity. Hunters spent approximately $10.1 billion in 1985 on their sport. Expenditures for nonconsumptive use of wildlife totaled $14.3 billion. The Federal financial assistance provided through the P-R program assists the States in meeting those recreational demands.

(Dollars in Thousands)

Change from FY 1990	FY 1990 Adjusted	FY 1991 Estimate	Inc. (+) Dec. (-) From 1990
Payments to States			
$	117,200	123,560	+6,360
(FTE-T)	(0)	(0)	(0)

The increase in payments to states is a result of an estimated increase in amounts to be deposited during FY 1990, and because the FY 1990 amount was reduced to meet deficit reduction targets. The amount available in fiscal year 1991 does not anticipate this reduction.

Exhibit 1 is the estimated apportionment of funds to the States for fiscal year 1990.

ADMINISTRATION

Authorization: 16 U.S.C. 669-669i; Federal Aid in Wildlife Restoration Act. Sec. 669c provides that up to 8 percent of receipts credited to the Federal Aid in Wildlife Restoration Fund may be deducted for expenses in the Administration and execution of this Act and the Migratory Bird Conservation Act (16 U.S.C. 701-718h).

Objectives: Objectives for the administrative portion of the P-R program are:

1. To administer and execute the program as provided by the authorizing Act, and the regulations and policies established by the Service, to assure that the program continues to accomplish its intended purpose.

2. To provide services to the States in the design and execution of their wildlife projects, and conduct studies which will assist them in meeting their needs for wildlife management.

Base Program: The Service is authorized to deduct up to 8 percent from excise tax receipts prior to making apportionment of the remainder to the States. These funds may be used for general program administration, special projects which provide direct benefit to the States.

Program administrative costs represent salary and related support costs for personnel at the Regional Offices and the Washington Office.

The P-R Act, and the regulations and policies issued under it, establishes conditions for State participation in the benefits of the Act. A principal condition is that projects carried out by the States must be "substantial in character and design." This requires working with the States at a professional level in project planning and design, and in the review of projects and comprehensive plans submitted for approval. As projects progress, they are monitored through on-site inspections and/or review of reports to assure work is being conducted as planned and approved. The Service is responsible for ensuring compliance with other Federal laws and regulations such as the National Environmental Policy Act, the Endangered Species Act, and Federal administrative requirements, applicable to grant programs. These activities are conducted at the Regional Offices. Overall program support and direction, including the development of policies for implementation of the Act and other Federal laws and regulations, is provided at the headquarters level.

Because of similarities between the P-R program and the related Sport Fish Restoration program, they are administered jointly under similar regulations and policies, and within the same organizational structure. This results in savings due to shared supervision, staff, and related support services.

The special projects funded by deductions from deposits in the Federal Aid in Wildlife Restoration fund have purposes to serve State needs. These projects are carried out at the national level, since it is more efficient and cost effective than the individual States undertaking these projects. The Service has procedures for selecting those special projects for funding which serve high priority needs. These procedures provide for a review of proposals within the Service and by representatives of the States to identify those special projects which serve State needs. The following are special projects for funding in fiscal years 1990 and 1991.

National Survey of Fishing, Hunting, and Wildlife Associated Recreation - Refer to the Justification in the Sport Fish Restoration Program for a discussion of the National Survey.

Library Reference Service - Refer to the Justification in the Sport Fish Restoration Program for a discussion of the Library Reference Service.

Cooperative Multi-State Fish and Wildlife Information System (MSFWIS) - Refer to the Justification in the Sport Fish Restoration Program for a discussion of the project to support the MSFWIS.

Monitoring Conservation Reserve Lands Established Under the Farm Bill of 1985 - The Farm Bill of 1985 authorized the establishment of a Conservation Reserve comprised of erodible lands to be set aside under permanent cover to stabilize soil. This is expected to create or improve substantial amounts of wildlife habitat. Because of the potential benefits to resident wildlife in the States, P-R administrative funds will be used to monitor the conservation reserve lands to determine if desired results of the Act are being realized. The project is anticipated to take 10 years for completion. In fiscal year 1990, $110,000 is estimated to continue this project. The same level is estimated for fiscal year 1991.

Wildlife Disease Identification and Control Workshops for State Conservation Agencies - P-R funding is provided for the National Wildlife Health Laboratory to supplement its training efforts by conducting workshops for State field biologists and others in the identification of wildlife diseases and methods to combat disease problems. Costs for conducting the workshops are estimated at $60,000 per year. Continuation of the project will be contingent upon requests by the States for the workshops.

Implementation of Project WILD - Refer to the Justification in the Sport Fish Restoration Program for a discussion of the project to support the States in their implementation of the aquatic segment to Project WILD.

Responsive Management Project - Refer to Justification in the Sport Fish Restoration Program for a discussion of the Responsive Management Project.

Index Model for Evaluating Effects of the Conservation Reserve Program on Nongame - In fiscal year 1989, a project was initiated with the Kansas Department of Wildlife and Parks to test the Habitat Suitability Model for assessing the effects of the Conservation Reserve Program on nongame animals. Estimated costs for continuation of this project in fiscal year 1990 is $30,000, with a similar amount estimated for fiscal year 1991.

Hunter Education Behavior Study - The Service is cooperating with the North American Association of Hunter Safety Coordinators in the conduct of a study on the impacts of hunter education programs on the behavior of hunters and on hunting. The study was anticipated to be completed in three years at a total estimated cost of $150,000, with $50,000 estimated for each of fiscal years 1989, 1990, and 1991.

Developing Pro-Active Strategies for Fish and Wildlife Enhancement - Refer to the Justification in the Sport Fish Restoration Program for a discussion of the Pro-Active Strategies project.

Migratory Bird Program - The P-R Act also authorized the deduction of funds from excise tax receipts for carrying out the Migratory Bird Conservation Act. The Service continues to support migratory bird work having direct benefit to the States.

Migratory Bird Banding Lab - Support is provided for the costs of the Fish and Wildlife Service Migratory Bird Banding Laboratory. The Laboratory processes banding data which is used by the Service

and the States in managing migratory birds. In fiscal years 1990 and 1991, $150,000 will be used to support the Laboratory.

Improvements to Federal Waterfowl Harvest Survey - In fiscal year 1990, support was provided to improve survey procedures to reduce bias and increase response rates, and to provide more timely harvest estimates. The project is expected to be completed in two years, with an estimated $140,000 made available in each year.

North American Waterfowl Plan Implementation - An estimated $1,550,000 of P-R administrative funds will be made available for implementation of the North American Waterfowl Management Plan, to include funding for joint venture projects with the States. P-R funds will not be provided in fiscal year 1991, pending the availability of funding for implementation of the Plan.

(Dollars in Thousands)

Change from FY 1990	FY 1990 Adjusted	FY 1991 Estimate	Inc. (+) Dec. (-) From 1990
Administration			
$	9,994	10,740	+746
(FTE-T)	(50)	(50)	(0)

(Dollars in Thousands)

	FY 1990	FY 1991	(+) or (-)
Program administrative costs	5,969	5,969	0
Special projects:			
National Survey	1,500	1,500	0
Library Reference Service	220	220	0
Fish and Wildlife Information System	60	60	0
Monitoring Conservation Reserves	110	110	0
Wildlife Disease Workshops	60	60	0
Implementation of Project WILD	45	0	-45
Responsive Management Project	70	50	-20
Evaluating Effects of CRP on Nongame	30	30	0
Hunter Education Behavior Study	50	50	0
Developing Proactive Strategies	40	93	+53
Migratory Bird Projects	1,840	290	-1,550
Available for additional projects	0	2,308	+2,308
TOTAL	9,994	10,740	+746

Program administrative costs for 1991 are anticipated to be similar to fiscal year 1990. The estimated costs for migratory bird projects are expected to decrease, pending the availability of other funding for the North American Waterfowl Plan. The amount available for additional special projects will be used only if additional special projects are selected by the Service, and upon consultation with the States. Any amount not allocated for such projects will be included in the apportionment to the States.

REVERTED FUNDS

Authorization: 16 U.S.C. 669-669i, Federal Aid in Wildlife Restoration Act. Section 669b provides that funds not used by the States shall revert to the Fish and Wildlife Service.

Objectives: To carry out the purposes of the Migratory Bird Conservation Act (16 U.S.C. 701-718h). These include:

1. Restoration and management of migratory birds.
2. Research into problems related to migratory birds.
3. Acquisition of areas for the benefit of waterfowl and other migratory birds.
4. Establishment of rules and regulations on the taking of migratory birds.

Base Program: The P-R Act provides that funds apportioned to the States are available for obligation and expenditure during the year of apportionment and the succeeding fiscal year. After this period of availability, the funds revert to the Service for carrying out the Migratory Bird Conservation Act. Since the beginning of the P-R program, $15.5 million have reverted to the Service. The following table shows actual reversions by year for the past 10 years:

Fiscal Year	Pittman-Robertson
1980	787,651
1981	981,220
1982	968,424
1983	662,750
1984	51,046
1985	427,379
1986	880,885
1987	200,632
1988	220,227
1989	295,154
TOTAL	$ 5,951,227

Reversions are not predictable, and vary, since they are based on the States' ability to obligate and expend funds in any one year.

Exhibit 2 shows the uses of reverted funds for fiscal year 1989. Since these funds do not have a time limitation for obligation, funds may be carried forward to a subsequent fiscal year in order to support higher priority activities. Thus, the total on Exhibit 2 does not equal the total amount of reverted funds listed for fiscal year 1989.

Exhibit 1

ESTIMATED APPORTIONMENT OF
FEDERAL AID IN WILDLIFE RESTORATION FUNDS
FOR FISCAL YEAR 1990

	WILDLIFE RESTORATION	HUNTER EDUCATION	TOTAL
ALABAMA	1,605,312	492,427	2,097,739
ALASKA	4,825,000	207,000	5,032,000
ARIZONA	2,263,577	344,043	2,607,620
ARKANSAS	1,662,501	289,314	1,951,815
CALIFORNIA	3,754,320	621,000	4,375,320
COLORADO	2,525,392	365,686	2,891,078
CONNECTICUT	482,500	393,375	875,875
DELAWARE	482,500	207,000	689,500
FLORIDA	1,582,736	621,000	2,203,736
GEORGIA	2,088,788	621,000	2,709,788
HAWAII	482,500	207,000	689,500
IDAHO	1,929,267	207,000	2,136,267
ILLINOIS	1,807,910	621,000	2,428,910
INDIANA	1,414,178	621,000	2,035,178
IOWA	1,611,468	368,794	1,980,262
KANSAS	1,855,370	299,149	2,154,519
KENTUCKY	1,547,630	463,486	2,011,116
LOUISIANA	1,629,816	532,163	2,161,979
MAINE	1,101,008	207,000	1,308,008
MARYLAND	672,766	533,742	1,206,508
MASSACHUSETTS	490,341	621,000	1,111,341
MICHIGAN	3,537,064	621,000	4,158,064
MINNESOTA	2,782,289	516,109	3,298,398
MISSISSIPPI	1,591,609	319,077	1,910,686
MISSOURI	2,627,610	621,000	3,248,610
MONTANA	2,992,136	207,000	3,199,136
NEBRASKA	1,655,972	207,000	1,862,972
NEVADA	1,855,739	207,000	2,062,739
NEW HAMPSHIRE	482,500	207,000	689,500
NEW JERSEY	495,586	621,000	1,116,586
NEW MEXICO	2,267,022	207,000	2,474,022
NEW YORK	2,959,251	621,000	3,580,251
NORTH CAROLINA	1,780,709	621,000	2,401,709
NORTH DAKOTA	1,367,662	207,000	1,574,662
OHIO	1,968,353	621,000	2,589,353
OKLAHOMA	1,796,951	382,956	2,179,907
OREGON	2,480,165	333,258	2,813,423
PENNSYLVANIA	4,110,585	621,000	4,731,585
RHODE ISLAND	482,500	207,000	689,500
SOUTH CAROLINA	1,011,314	394,848	1,406,162
SOUTH DAKOTA	1,640,058	207,000	1,847,058
TENNESSEE	2,327,913	581,124	2,909,037
TEXAS	4,825,000	621,000	5,446,000
UTAH	1,975,700	207,000	2,182,700
VERMONT	482,500	207,000	689,500
VIRGINIA	2,118,413	621,000	2,739,413
WASHINGTON	1,801,871	522,820	2,324,691
WEST VIRGINIA	1,256,782	207,000	1,463,782
WISCONSIN	2,990,930	595,629	3,586,559
WYOMING	1,895,104	207,000	2,102,104
PUERTO RICO	482,500	0	482,500
GUAM	160,833	34,500	195,333
VIRGIN ISLANDS	160,833	34,500	195,333
AMERICAN SAMOA	160,833	34,500	195,333
MARIANA ISLANDS	160,833	34,500	195,333
TOTAL	96,500,000	20,700,000	117,200,000

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Exhibit 2

USE OF FEDERAL AID (WILDLIFE) REVERTED FUNDS
IN FY 1989

Equip and operate new Cooperative Fish and Wildlife Research Units. Cooperative Fish and Wildlife Research units Center, Washington, D.C. $261,227

Develop techniques to reduce bias and improve sampling procedures in waterfowl harvest estimates. Patuxent Wildlife Research Center, Laurel, Maryland. $24,000

Study the population dynamics, habitat requirements, and limiting factors of Atlantic coast waterbirds. Patuxent Wildlife Research Center, Laurel, Maryland. $5,000

Total $290,227

Justification of Program and Performance

Appropriation: Permanent Appropriation
Activity: Proceeds from Sales, Water Resources Development Projects

(Dollar amounts in thousands)

Program Element		FY 1990 Enacted To Date	FY 1990 Adj.	FY 1991 Base	1991 Estimate	Inc.(+) Dec.(-) from 1990	Inc.(+) Dec.(-) from Base
Wildlife Refuges	($)	200	197	200	200	+3	-0-
Servicewide Adm. Support 1/	($)	(22)	(21)	(22)	(22)	-0-	-0-
Total Requirements	($)	200	197	200	200	+3	-0-

1/ Funding reflects estimated costs related to General Administration, Servicewide Support.

Impact of Public Law 99-177

		FY 1990 Enacted To Date	P.L. 99-177 Limitation	1990 Adjusted
Proceeds from Sales	($)	200	3	197

The sequestration will delay the undertaking of some projects--road construction and repairs, fence construction and other low priority projects.

Authorization: 16 U.S.C. 460d, Public Parks and Recreational Facilities in Water Resource Development Projects. This covers receipts collected from the sale of products on lands in which the U.S. Army Corps of Engineers has primary jurisdiction and are used to cover expenses of producing these products and for managing the wildlife habitat in accordance with an agreement.

Objective: To serve wildlife management purposes by managing timber and harvesting crops; to collect and deposit proceeds from sales; and to utilize the funds in the Proceeds from Sales account in the development, conservation, maintenance, and management of the wildlife habitat on refuges.

Base Program: Several national wildlife refuges were established as overlay projects on U.S. Army Corps of Engineers land and are administered in accordance with cooperative agreements. The agreements provide that timber and grain may be harvested and sold with the receipts returned for development, conservation, maintenance, and utilization of such lands. A special fund receipt account was established for deposit of these receipts in accordance with Treasury regulations. The receipts are used to cover the expenses of forestry technicians administering timber harvest activities and for development and maintenance of wildlife habitat. These expenses cannot exceed the amount of receipts deposited as proceeds from sales. Refuges

currently engaged in timber and grain harvesting on these water resources development projects are:

Choctaw NWR, Alabama
Eufaula NWR, Alabama
Mark Twain NWR, Illinois
Flint Hills NWR, Kansas

Examples of some of the projects undertaken are: soil amendments (lime and fertilizer), road construction and repairs, ditch and fence construction and repairs, equipment and storage building construction and maintenance. Under the terms of the agreements with the Corps of Engineers, the receipts collected on refuges must be spent within five years. This provides for carryover balances from year to year, which allows the receipts to accumulate until sufficient funds are available to support some of the larger development projects on these refuges.,

The following workload factors are indicated in the Proceeds from Sales program.

	1989	1990	1991
Timber sales Administration (Acres)	200	200	200
Cropland Operations (Acres)	14,200	14,200	14,200

FY 1991 Program: The estimate of FY 1991 receipts is $200,000. The level of receipts depends on the amount of the commodity harvested (timber or crops), its current market value and the amount of the commodity that the Service may make available for wildlife habitat management purposes. Annual receipts may vary from year to year due to the influence of natural events such as drought or floods.

Summary of Requirements by Object Class
(Dollar amounts in thousands)

Appropriation: Miscellaneous Permanent Appropriations	1991 Base		1991 Estimate		Inc(+)/Dec(-)	
Object Class	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
11. Personnel compensation						
11.1 Full-time permanent	42	2,164	42	2,279	0	115
11.3 Other than full-time permanent	8	127	8	127	0	0
11.5 Other personnel compensation		20		20	0	0
Total Personnel Compensation	50	2,311	50	2,426	0	115
Other Objects						
12.1 Civilian personnel benefits		487		502		15
21.0 Travel and transportation of persons		256		264		8
22.0 Transportation of things		18		18		0
23.2 Rental payments to others		64		66		2
24.0 Printing and reproduction		139		143		4
25.0 Other services		8,142		6,919		(1,223)
26.0 Supplies and materials		196		202		6
31.0 Equipment		387		400		13
41.0 Grants, subsidies, and contributions		117,200		123,560		6,360
Total Requirements	50	129,200	50	134,500	0	5,300

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STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
MISCELLANEOUS PERMANENT APPROPRIATIONS

Program and financing (in thousands of dollars)

Identification code 14-9923-0-2-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Federal aid in fish restoration	227		
00.02 Federal aid in wildlife restoration	133,490	129,000	133,000
00.03 Proceeds from sales, water resources development projects	167	197	200
10.00 Total obligations	133,884	129,197	133,200
Financing:			
17.00 Recovery of prior year obligations	-11187		
21.40 Unobligated balance available, start of year	-19329	-23304	-23307
24.40 Unobligated balance available, end of year	23,304	23,307	24,607
60.00 Budget authority (appropriation) (indefinite, special fund)	126,672	129,200	134,500
Relation of obligations to outlays:			
71.00 Obligations incurred, net	133,884	129,197	133,200
72.40 Obligated balance, start of year	65,321	90,112	96,686
74.40 Obligated balance, end of year	-90112	-96686	-101907
78.00 Adjustments in unexpired accounts	-11187		
90.00 Outlays	97,906	122,623	127,979
Distribution of budget authority by account:			
Federal aid in wildlife restoration	126,534	129,000	134,300
Proceeds from sales, water resources development projects	138	200	200
Distribution of outlays by account:			
Federal aid in wildlife restoration	97,470	122,423	127,779
Proceeds from sales, water resources development projects	436	200	200

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
MISCELLANEOUS PERMANENT APPROPRIATIONS

Object Classification (in thousands of dollars)

Identification code 14-9923-0-2-303		1989 act.	1990 est.	1991 est.
	Personnel compensation:			
11.1	Full-time permanent	2,528	2,164	2,279
11.3	Other than full-time permanent	157	127	127
11.5	Other personnel compensation	64	20	20
11.9	Total personnel compensation	2,749	2,311	2,426
12.1	Civilian personnel benefits	490	487	502
21.0	Travel and transportation of persons	298	256	264
22.0	Transportation of things	22	18	18
23.2	Rental payments to others	26	64	66
24.0	Printing and reproduction	92	139	143
25.0	Other services	3,151	8,139	5,619
26.0	Supplies and materials	157	196	202
31.0	Equipment	509	387	400
32.0	Land and structures	4		
41.0	Grants, subsidies, and contributions	126,386	117,200	123,560
99.9	Total obligations	133,884	129,197	133,200

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
MISCELLANEOUS PERMANENT APPROPRIATIONS
PERSONNEL SUMMARY

Identification code 14-9923-0-2-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	42	42	42
Total compensable workyears: Full-time equivalent employment	58	50	50
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: Contributed Funds

Appropriation language

Activities funded from this activity do not require appropriation language in the budget since there is permanent authority to use the receipts.

Appropriation language citation and explanation

16 U.S.C. 931-939c Great Lakes Fisheries Act of 1956 - authorizes means for compliance with the articles of the Convention in Great Lakes Fisheries between the United States of America and Canada (September 10, 1954), and provides for the establishment of the Great Lakes Fishery Commission and a cooperative program between the U.S. and Canada for restoration of the fish resources of the Great Lakes.

16 U.S.C. 661-666 Fish and Wildlife Coordination Act - authorizes the Secretary of the Interior to accept donations of land and contributions of funds in furtherance of the purposes of the Act.

16 U.S.C. 742c-742i Fish and Wildlife Act of 1956 - as amended - authorizes loans for commercial fishing vessels; the conducting of investigations on fish and wildlife resources; and cooperation with other agencies.

Justification of Program and Performance

Activity: Contributed Funds

(Dollar Amounts in Thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjust. Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) From Base
Sea Lamprey Control	$	3,976	3,921	3,976	3,976	0
	(FTE-T)	(93)	(93)	(93)	(93)	(0)
Other Contributed Funds	$	189	186	189	189	0
	(FTE-T)	(0)	(0)	(0)	(0)	(0)
Servicewide Administrative Support 1/	$	[37]	[37]	[37]	[37]	[0]
Total Requirement	$	4,165	4,107	4,165	4,165	0
	(FTE-T)	(93)	(93)	(93)	(93)	(0)

1/ Funding reflects estimated costs related to General Administration, Servicewide Administrative Support.

Impact of Public Law 99-177

	FY 1990 Enacted To Date	P.L. 99-177 Reduction	FY 1990 Adjusted Approp.
Contributed Funds	4,165	-58	4,107

This reduction would be accomplished by reducing the amount of Sea Lamprey control operations and assessment surveys. Also, the amount of lampricide purchased would be reduced.

Sea Lamprey Control

Authorization: 16 U.S.C. 931-939c, the Great Lakes Fisheries Act of 1956, authorizes means for compliance with the articles of the Convention in Great Lakes Fisheries between the United States of America and Canada (September 10, 1954) and provides for the establishment of the Great Lakes Fishery Commission and a cooperative program between the U.S. and Canada for restoration of the fish resources of the Great Lakes.

Objectives: To reduce sea lamprey populations in the Great Lakes to not more than 10 percent of the 1958-60 level in compliance with the purposes of the Great Lakes Fisheries Act of 1956.

Base Program: The Sea Lamprey Control Program is funded by the Great Lakes Fishery Commission (Commission), which receives its funding through the Department of State. The Commission carries out its sea lamprey control responsibilities through the Department of the Environment in Canadian waters of the Great Lakes and the Fish and Wildlife Service (Service) in United States waters. Under contract with the Commission, the Service conducts a program to control the sea lamprey in U.S. streams entering the Great Lakes. Additionally, the Service conducts research on sea lamprey physiology and the impact of the lamprey on Great Lakes fish populations. Studies undertaken are based on recommendations of technical committees of the Commission and itemized in annual agreements with the Commission.

The purpose of the Sea Lamprey Control Program is to control populations of the parasitic sea lamprey at levels permitting the restoration of self-sustaining fishery resources, as well as establishment of high-quality fisheries for salmonids and other valuable sport and commercial fishes. The program consists of surveys of Great Lakes tributary streams to assess sea lamprey spawning, periodic chemical treatment of streams to kill larval lampreys, and assessments of adult lamprey abundance. Retreatment every 3-4 years is required to assure that tributary streams are not reinfected by adult lamprey that return from the main lakes to spawn.

Since the establishment of a successful sea lamprey control program, significant populations of lake trout have been reestablished in the Upper Great Lakes by stocking hatchery-reared lake trout and through associated management strategies. Lamprey populations in Lakes Superior, Michigan, and Huron have been reduced by 85-90 percent since treatment began in 1958. In FY 1988, about 300 streams were surveyed to assess lamprey spawning and 55 streams were treated to kill larval lampreys.

With present treatment methods and technology, this is probably the maximum practical control that can be achieved. Controlling the lamprey populations in the lakes proper is impractical because these waters are too large for successful treatment. The Commission is funding research on possible alternative control methods that may enhance or substitute for chemical control.

Other Contributed Funds

Authorization: 16 U.S.C. 661-666, Fish and Wildlife Coordination Act; 16 U.S.C. 742c-742i, Fish and Wildlife Act of 1956, as amended.

The amount shown for Other Contributed Funds for FY 1990 represents an estimate for planning purposes. This funding represents unsolicited contributions to the Service from other governments, private organizations, and individuals. In recent years, total contributions have ranged from about $100,000 to $300,000 annually. These funds are contributed for varied projects, such as aid in the purchase of certain tracts of land or support for specific research efforts. Individual contributions may range from as little as $10 to several thousand dollars and are generally one-time gifts for specific purposes. It is impossible to accurately predict the contributions for a given year.

The Federal Energy Management Program (10 CFR 436) requires that executive agencies prepare plans to reduce the consumption of nonrenewable energy resources in both building and general operations in a cost-effective manner. A nationwide study of its facilities was conducted by the Service to identify energy inefficiencies. Cost effective energy retrofits are planned. The Department of Energy, other Federal agencies, State governments, and private and public utilities all sponsor energy conservation programs that can assist the Service in accomplishing these retrofits. An estimated $50,000 to $200,000 may be available to the Service from such programs; any such funds received for energy conservation activities will be deposited in the Contributed Funds account.

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Contributed Funds	1991 Base FTE-T	1991 Base Amount	1991 Estimate FTE-T	1991 Estimate Amount	Inc(+)/Dec(-) FTE-T	Inc(+)/Dec(-) Amount
Object Class						
11. Personnel compensation						
11.1 Full-time permanent	78	2,296	78	2,296	0	0
11.3 Other than full-time permanent	15	122	15	122	0	0
11.5 Other personnel compensation		46		46		0
Total Personnel Compensation	93	2,464	93	2,464	0	0
Other Objects						
12.1 Civilian personnel benefits		473		473		0
21.0 Travel and transportation of persons		321		321		0
22.0 Transportation of things		5		5		0
23.3 Communications, utilities, and miscellaneous charges		107		107		0
24.0 Printing and reproduction		2		2		0
25.0 Other services		66		66		0
26.0 Supplies and materials		337		337		0
31.0 Equipment		390		390		0
Total Requirements	93	4,165	93	4,165	0	0

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Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
CONTRIBUTED FUNDS

Program and financing (in thousands of dollars)

Identification code 14-8216-0-7-303	1989 act.	1990 est.	1991 est.
Program by activities:			
00.01 Sea lamphrey control	3,976	4,973	3,973
00.02 Other contributed funds	925	1,220	185
10.00 Total obligations	4,901	6,193	4,158
Financing:			
17.00 Recovery of prior year obligations	-33		
21.40 Unobligated balance available, start of year	-4111	-3479	-1451
24.40 Unobligated balance available, end of year	3,479	1,451	1,458
60.00 Budget authority (appropriation) (permanent) (indefinite)	4,236	4,165	4,165
Relation of obligations to outlays:			
71.00 Obligations incurred, net	4,901	6,193	4,158
72.40 Obligated balance, start of year	896	906	2,903
74.40 Obligated balance, end of year	-906	-2903	-2936
78.00 Adjustments in unexpired accounts	-33		
90.00 Outlays	4,858	4,196	4,125

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
CONTRIBUTED FUNDS

Object classification (in thousands of dollars)

Identification code 14-8216-0-7-303	1989 act.	1990 est.	1991 est.
Personnel compensation:			
11.1 Full-time permanent	2,070	2,296	2,296
11.3 Other than full-time permanent	138	122	122
11.5 Other personnel compensation	27	46	46
11.9 Total personnel compensation	2,235	2,464	2,464
12.1 Civilian personnel benefits	520	473	473
21.0 Travel and transportation of persons	290	321	321
22.0 Transportation of things	19	5	5
23.3 Communications, utilities and miscellaneous charges	118	107	107
24.0 Printing and reproduction	33	2	2
25.0 Other services	272	66	66
26.0 Supplies and materials	346	330	330
31.0 Equipment	640	390	390
32.0 Land and structures	428	2,035	
99.9 Total obligations	4,901	6,193	4,158

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
CONTRIBUTED FUNDS
PERSONNEL SUMMARY

Identification code 14-8216-0-7-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	78	78	78
Total compensable workyears:			
Full-time equivalent employment	93	93	93
Full-time equivalent of overtime and holiday hours	1	1	1
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

Appropriation Language Citation

Fish and Wildlife Service

Appropriation: Operation and Maintenance of Quarters

Appropriation Language

This activity does not require appropriation language in the budget since there is permanent authority to use the receipts.

Appropriation language citation and explanation

98 Stat. 1874 FY 1985 Department of the Interior and Related Agencies Appropriation Act - provides that all rents and charges collected by payroll deduction or otherwise for the use or occupancy of quarters of agencies funded by the Act shall be deposited in a special fund, to remain available until expended, for the maintenance and operation of quarters at the unit (e.g., refuge, hatchery, etc.) where the funds are collected. Up to 10 per centum of the funds collected in such unit may be transferred to another unit within the same agency.

Justification of Program and Performance

Activity: Operation and Maintenance of Quarters

(Dollar Amounts in Thousands)

Program Element	FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc (+) Dec (-) from base
Quarters Operation and Maintenance	1,666	1,643	1,666	1,669	+ 33
Quarters Administration	$ 70	69	70	70	0
Total Requirements	$ 1,736	1,712	1,736	1,769	+ 33
(FTE-T)	(16)	(16)	(16)	(16)	(0)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	P.L. 99-177 Limitation	FY 1990 Adjusted
Operation and Maintenance of Quarters	1,736	-24	1,712

Purusant to P.L. 99-177. The reduction of $24,000 will impact the maintenace of living quarters as lower priority - non health and safety projects will be deferred.

Authorization: 98 Stat. 1874, FY 1985 Department of the Interior and Related Agencies Appropriation Act. Provides that all rents and charges collected by payroll deduction or otherwise for the use or occupancy of quarters of agencies funded by the Act shall be deposited in a special fund, to remain available until expended, for the maintenance and operation of quarters at the unit (e.g., refuge, hatchery, etc.) where the funds are collected. Up to 10 per centum of the funds collected in such unit may be transferred to another unit within the same agency.

Objectives:

To provide for maintenance and operation of Fish and Wildlife Service quarters through utilization of rental receipts.

Base Program: In certain designated circumstances, it is necessary for Service personnel to occupy government-owned quarters. Such circumstances include isolation of the site, protection of fish hatchery stock (e.g., water

flow to fish tanks could be interrupted by freeze), health and welfare of overnight visitors, and protection of government property.

Quarters require regular operational upkeep as well as periodic rehabilitation and upgrading to maintain safe and healthful conditions for occupants. Rental receipts are utilized for general maintenance and repair of quarters buildings; code and regulator improvements; retrofitting for energy efficiency, correction of safety discrepancies; utilities, access roads, grounds and other site maintenance services; and the purchase of replacement equipment such as household appliances, air conditioners, furnaces, i.e., water, gas, electricity; lease agreements; and routine maintenance costs which continue when housing units are vacant (the Service's vacancy rate is approximately 25 - 35 percent).

Currently the Servicewide backlog for repair and rehabilitation work to quarters exceeds the funding available in this account. Funding is sufficient to address the highest priority maintenance and rehabilitation needs Servicewide, including projects to alleviate health, safety and structural problems.

Funds are provided for administration of the Service's quarters management function from rental receipts. This administrative function includes funding of a Quarters Management Specialist, payment to the Department for performance of regional rental surveys, implementation of survey results and travel costs associated with presentation of survey results.

Rental rates are based upon comparability with the private sector in accordance with the Office of Management and Budget Circular A-45. Funds, not to exceed 10 percent of total receipts at a unit, may be transferred to other units for quarters operation and maintenance costs.

The Service's estimated receipts for quarters in FY 1991 are $1,769,000 which will be utilized for operation and maintenance of quarters at 156 refuges, 67 hatcheries, 6 research facilities, and 3 Job Corps Centers.

Change for FY 1991

		FY 1991 Base	FY 1991 Estimate	Inc (+) or Dec. (-)
Quarters Operation and Maintenance	($000)	1,736	1,769	+ 33
	(FTE-T)	(16)	(16)	(0)

The expected increase in receipts from quarters rental is due to the Department's Regional Survey, and an increase in rental rates in certain areas. Rental rates are subject to annual adjustment based on the Consumer Price Index (CPI) and adjustment based on the results of rental surveys conducted every 4 to 5 years.

Distribution of Change by Object Classification:

The object class detail for the $33,000 increase is as follows:

Other Services:	$33,000
Total	$33,000

Summary of Requirements by Object Class

(Dollar amounts in thousands)

Appropriation: Operation and Maintenance of Quarters	1991 Base		1991 Estimate		Inc(+)/Dec(-)	
Object Class	FTE-T	Amount	FTE-T	Amount	FTE-T	Amount
11. Personnel compensation						
11.1 Full-time permanent	16	250	16	250	0	0
11.3 Other than full-time permanent		53		53		0
11.5 Other personnel compensation		3		3	0	0
Total Personnel Compensation	16	306	16	306	0	0
Other Objects						
12.1 Civilian personnel benefits		52		52		0
21.0 Travel and transportation of persons		10		10		0
23.3 Communications, utilities, and miscellaneous charges		77		77		0
25.0 Other services		601		634		33
26.0 Supplies and materials		507		507		0
31.0 Equipment		116		116		0
32.0 Land and structures		67		67		0
Total Requirements	16	1,736	16	1,769	0	33

PMS 494

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
OPERATION AND MAINTENANCE OF QUARTERS

Program and financing (in thousands of dollars)

Identification code 14-5050-0-2-303	1989 act.	1990 est.	1991 est.
Program by activities:			
10.00 Total obligations	1,441	1,854	1,700
Financing:			
17.00 Recovery of prior year obligations	-24		
21.40 Unobligated balance available, start of year	-1327	-1514	-1396
24.40 Unobligated balance available, end of year	1,514	1,396	1,465
60.00 Budget authority (appropriation) (permanent) (indefinite) (special fund)	1,604	1,736	1,769
Relation of obligations to outlays:			
71.00 Obligations incurred, net	1,441	1,854	1,700
72.40 Obligated balance, start of year	494	328	540
74.40 Obligated balance, end of year	-328	-540	-510
78.00 Adjustments in unexpired accounts	-24		
90.00 Outlays	1,583	1,642	1,730

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
OPERATION AND MAINTENANCE OF QUARTERS

Object classification (in thousands of dollars)

Identification code 14-5050-0-2-303	1989 act.	1990 est.	1991 est.
Personnel compensation:			
11.1 Full-time permanent	196	250	250
11.3 Other than full-time permanent	36	53	53
11.5 Other personnel compensation	10	3	3
11.9 Total personnel compensation	242	306	306
12.1 Civilian personnel benefits	43	52	52
21.0 Travel and transportation of persons	4	10	10
23.3 Communications, utilities and miscellaneous charges	46	77	77
25.0 Other services	510	718	564
26.0 Supplies and materials	406	507	507
31.0 Equipment	124	116	116
32.0 Land and structures	66	67	67
99.9 Total obligations	1,441	1,854	1,700

Standard Form 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
OPERATION AND MAINTENANCE OF QUARTERS
PERSONNEL SUMMARY

Identification code 14-5050-0-2-303	1989 act.	1990 est.	1991 est.
Total number of full-time permanent positions	16	16	16
Total compensable workyears:			
Full-time equivalent employment	14	16	16
Average SES salary	75,043	75,043	75,043
Average GS grade	9.48	9.48	9.48
Average GS salary	29,170	30,265	31,339
Average salary of ungraded positions	23,303	23,303	23,303

COOPERATIVE ENDANGERED SPECIES CONSERVATION FUND

Public Law 100-478 authorized this new account, to be administered by the Secretary of the Interior, to fund State grants for the conservation of threatened and endangered species and for monitoring the status of candidate species. The authorization requires formula-determined amounts to be deposited into the Fund each year beginning with Fiscal Year 1989. Amounts become available for expenditure only if appropriated. No funds were appropriated in Fiscal Year 1990 and none are requested for appropriation in Fiscal Year 1991.

STANDARD FORM 300

DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE
COOPERATIVE ENDANGERED SPECIES CONSERVATION FUND

Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-5143-0-2-302	1989 act.	1990 est.	1991 est.
01.00 Unappropriated balance, start of year: Treasury balance		14,938	30,807
02.00 Receipts	14,938	15,869	17,335
04.00 Total available for appropriation	14,938	30,807	48,142
07.00 Unappropriated balance, end of year: Treasury balance	14,938	30,807	48,142

U.S. Fish and Wildlife Service

Administrative Provisions

Appropriations and funds available to the United States Fish and Wildlife Service shall be available for purchase of not to exceed [187] 129 passenger motor vehicles, of which [180] 117 are for replacement only (including [77] 39 for police-type use); not to exceed $400,000 for payment, at the discretion of the Secretary, for information, rewards, or evidence concerning violations of laws administered by the United States Fish and Wildlife Service, and miscellaneous and emergency expenses of enforcement activities, authorized or approved by the Secretary and to be accounted for solely on his certificate; repair of damage to public roads within and adjacent to reservation areas caused by operations of the United States Fish and Wildlife Service; options for the purchase of land at not to exceed $1 for each option; facilities incident to such public recreational uses on conservation areas as are consistent with their primary purpose; and the maintenance and improvement of aquaria, buildings, and other facilities under the jurisdiction of the United States Fish and Wildlife Service and to which the United States has title, and which are utilized pursuant to law in connection with management and investigation of fish and wildlife resources: Provided, That the United States Fish and Wildlife Service may accept donated aircraft as replacements for existing aircraft: [Provided further, That notwithstanding any other provision of law, only those personnel and administrative costs directly related to acquisition of real property shall be charged against the Migratory Bird Conservation Account.]

Amounts collected prior to 1983 for "Special Recreation Use Fees," United States Fish and Wildlife Service, pursuant to 16 U.S.C. 4601-6a(b), (c), and (f) shall be transferred to the General Fund of the Treasury.

Amounts collected prior to October 1, 1984, from taxes imposed by Section 416](a) of the Internal Revenue Code; import duties under subpart B of part 5 of schedule 7 of the Tariff Schedules of the United States (19 U.S.C. 1202), and on yachts and pleasure craft under subpart D schedule 6, shall be transferred to the Sport Fish Restoration account of the Aquatic Resources Trust Fund. (Department of the Interior and Related Agencies Appropriations Act, 1990.)

Administrative Provisions

Explanation of Language Changes

Passenger Motor Vehicles

The Fish and Wildlife Service 1991 Budget includes a request for the purchase of 129 passenger motor vehicles; 117 are for replacement, and 12 additions to the fleet. Vehicles are to be authorized for purchases as follows:

Motor Vehicles	Replacement	Additions	Total Requested
Police-type automobiles	39	0	39
Standard-type automobiles	41	7	48
Total automobiles	80	7	87
Station wagon-standard	37	5	42
GRAND TOTAL	117	12	129

All of the vehicles to be replaced meet General Services Administration (GSA) age or mileage replacement standards, or both. (These GSA standards provide for the replacement of motor vehicles every six years or 60,000 miles.) Some of the vehicles to be replaced will have run over 100,000 miles in hard service. In estimating the above replacement requirements, careful consideration has been given to the effective use of interagency motor pools where their location and equipment permit. This request for the purchase of 129 motor vehicles will permit maintenance of the Fish and Wildlife Service's motor vehicle fleet in an economical and safe manner.

Of the 117 replacement vehicles, 39 police-type automobiles are needed for the management and enforcement activities by U.S. special agents to effectively enforce fish and game laws enacted by Congress. The police-type vehicles are needed to pursue violators of fish and game laws. In addition, these vehicles provide the heavy duty capability to travel in snow or ice, to pull out of mud, sard, and deep ruts and haul cargo and boat trailers. These vehicles average about 30,000 miles per year, much of which is on unimproved roads and rough, hazardous terrain.

Public Law 91-423 provides that the Administrator of GSA shall make the determinations covering equipment and systems that are customarily incorporated in standard passenger motor vehicles. This law also provides that the price of any GSA approved additional equipment and systems shall be excluded when considering the maximum vehicle purchase price established by law. This exclusion of special equipment from vehicles' purchase price restrictions permits the purchase of police-type vehicles with additional equipment and safety features.

The replacement of 41 standard-type automobiles and 37 station wagons are for various Service programs and will provide safe and economical transportation in areas not serviced by motor pools.

Of the 48 standard-type vehicles (SD) and 42 station wagons (SW), 12 are additions to the fleet. The distribution of the additional vehicles is as follows:

Chargeable Program	Location	No. Vehicles	
Fisheries	Jordan River NFH, MI	SW	1
Cooperative Units	St. Paul, MN	SW	2
Fisheries Research and Development	Turners Falls, MA	SW	1
Refuge Operations and Maintenance	Petit Manan NWR, ME	SW	1
Ecological Services	Concord, NH	SD	1
Refuge Operations	Basking Ridge, NJ	SD	1
Inland/Great Lakes Hatchery Operations	Elmira, MI	SW	1
Ecological Services	Bismarck, ND	SD	1
Refuge Operations	Brigham City, UT	SD	2
Endangered Species, LE	Ashland, OR	SD	1
TOTAL			12

Migratory Bird Conservation Account

The Service objects to the restriction placed upon overhead assessments in the MBCA. Overhead assessments are charged against receipt accounts and reimbursable activities in order to recover part of the costs of collecting the funds and administering the programs. In the instance of the MBCA, administrative costs include those associated with the collection, posting, and deposit of the receipts; indirect support (unemployment compensation, telephone charges, postage, etc.) of personnel actually conducting acquisition activities; and issuance of checks to land owners. The language enacted that prohibits assessments on the MBCA in 1990 will result in a shortfall of $1.0 million for administrative overhead charges and will, therefore, have to be derived either by reprogramming within appropriated funds or by increasing the assessments charged against other accounts including the National Wildlife Refuge Fund, Sport Fish Restoration, and Federal Aid in Wildlife Restoration.

Development and Operation of Recreation Facilities

The amount of $42,614.57 remains in the Treasury account 14-5028. These funds represent recreation use fees and special recreation use permit fees collected and deposited into the account before Fiscal Year 1983 under the authority of the Land and Water Conservation Fund Act of 1965, 16 U.S.C. 4601-6a(b),(c), and (f). Receipts presently collected under this authority are distributed in

accordance with section 201 of the Emergency Wetlands Resources Act of 1986, 16 U.S.C. 3911. This language requests that the funds in 14 5028 be lapsed to Treasury since they were collected prior to the enactment of the Emergency Wetlands Resources Act of 1986, and are therefore ineligible to be distributed in accordance with its guidelines.

Sport Fish Restoration

The proposed language will allow $10,597,557 in prior year receipts to be available for obligation in Fiscal Year 1991 to the Sport Fish Restoration Account of the Aquatic Resources Trust Fund. These receipts became available because, subsequent to the establishment of the Aquatic Resources Trust Fund, the Internal Revenue Service processed adjustments to prior year excise taxes and made them available for obligation to the Federal Aid in Fish Restoration, the predecessor fund to the Sport Fish Restoration Account. The proposed language change is consistent with Congressional intent in Section 1016 of the Tax Reform Act of 1984 (P.L. 98-369), which established the Sport Fish Restoration Account as part of the Aquatic Resources Trust Fund through amendment to the Federal Aid in Fish Restoration and Management Projects Act, 16 U.S.C. SS 777 et seq. Section 3 of the amended act uses the language "there are authorized to be appropriated from the Sport Fish Restoration Account established by [26 U.S.C. S 9504 (a)] the amounts paid, transferred, or otherwise credited to that Account." Furthermore, the legislative history of the creation of the Sport Fish Restoration Account states that "[t]he present sport fish restoration program is replaced by the expanded program provided by the new Sport Fish Restoration Account" (S. Rep. 300, 98th Cong., 2d Sess. 96, 1986).

DEPARTMENT OF THE INTERIOR
FISH and WILDLIFE SERVICE
DETAIL OF PERMANENT EMPLOYMENT

	1989 Actual	1990 Estimate	1991 Estimate
Executive Level V	1	1	1
Subtotal	1	1	1
ES-5	10	10	10
ES-4	9	9	9
ES-3	1	1	1
ES-2	2	2	2
ES-1	0	0	0
Subtotal	22	22	22
GS/GM-15	74	77	77
GS/GM-14	265	276	277
GS/GM-13	661	687	689
GS-12	967	1,005	1,008
GS-11	948	985	987
GS-10	5	5	5
GS-9	643	668	670
GS-8	49	51	51
GS-7	579	602	604
GS-6	380	395	396
GS-5	834	867	869
GS-4	473	492	493
GS-3	163	169	170
GS-2	41	43	43
GS-1	0	0	0
Subtotal	6,082	6,322	6,339
Ungraded	662	695	716
Total permanent employment at end of fiscal year	6,744	7,017	7,055

DEPARTMENT OF THE INTERIOR
U.S. FISH AND WILDLIFE SERVICE

Allocations Received from Other Accounts

	FY 1989		FY 1990		FY 1991	
	Budget Authority	Outlays	Budget Authority	Outlays	Budget Authority	Outlays
Agriculture						
Forest Protection and Utilization	0	29,272	0	4,064	0	0
General Services Administration						
Federal Building Fund	62,000	57,926	62,000	66,074	62,000	62,000
Office of the Secretary						
EXXON funds	1,992,000	1,768,705	0	223,295	0	0
Bureau of Land Management						
Firefighting	0	0	13,085,000	9,159,500	13,252,000	13,201,900
TOTAL	2,054,000	1,855,903	13,147,000	9,452,933	13,314,000	13,263,900

FMS 505

FISH AND WILDLIFE SERVICE
Drug Control Data by Program
(millions of dollars)

	1989			1990			1991		
	BA	O	FTE	BA	O	FTE	BA	O	FTE
Refuges and Wildlife									
Program Total	147.2	146.9	2,688	157.6	155.5	2,671	169.7	167.2	2,829
Drug Total	0 a/	0.0	0	0.8	0.6	0	1.0	1.0	0
Drug Percentage	0%	0%	.0%	0.5%	0.4%	0.0%	0.6%	0.5%	0.0%
General Admin	0 b/	0.0	0.0	0 b/	0.0	0.0	0 c/	0.0	0.0
PROGRAM TOTAL	147.2	146.9	2,688	157.6	155.5	2,671	169.7	167.2	2,829
DRUG TOTAL	0 a/b/	0.0	0.0	0.8	0.6	0.0	1.0	1.0	0.0

	1992			1993			1994			1995		
	BA	O	FTE	BA	O	FTE	BA	O	FTE	BA	O	FTE
Refuges and Wildlife												
Program Total	169.7	169.7	2,829	169.7	169.7	2,829	169.7	169.7	2,829	169.7	169.7	2,829
Drug Total	1.0	1.0	0	1.0	1.0	0	1.0	1.0	0	1.0	1.0	0
Drug Percentage	0.6%	0.6%	0.0%	0.6%	0.6%	0.0%	0.6%	0.6%	0.0%	0.6%	0.6%	0.0%
General Admin	0 c/	0.0	0.0	0 c/	0.0	0.0	0 c/	0.0	0.0	0 c/	0.0	0.0
PROGRAM TOTAL	169.7	169.7	2,829	169.7	169.7	2,829	169.7	169.7	2,829	169.7	169.7	2,829
DRUG TOTAL	1.0	1.0	0.0	1.0	1.0	0.0	1.0	1.0	0.0	1.0	1.0	0.0

a/ Prior to Fiscal Year 1990 the Service did not have a formal drug control program, but it is estimated that $400,000 was spent annually on drug control activities.

b/ Includes $19,000 in FY 1989 and $34,000 in FY 1990 for Drug-Free Workplace costs for DOI drug testing. Costs are not budgeted but were absorbed from throughout the total FWS budget.

c/ Drug-Free Workplace costs for FY 1991-95 are budgeted in General Administration at $28,000 per year. Out-year estimates are the same.

FISH AND WILDLIFE SERVICE
Drug Control Data by Account
(millions of dollars)

	1989			1990			1991		
	BA	O	FTE	BA	O	FTE	BA	O	FTE
LEGAL ACTIVITIES									
State and Local Assistance	0 /a	0.0	0	0.8	0.6	0	1.0	1.0	0
TOTAL	0 /a	0.0	0	0.8	0.6	0	1.0	1.0	0

	1992			1993			1994			1995		
	BA	O	FTE	BA	O	FTE	BA	O	FTE	BA	O	FTE
LEGAL ACTIVITIES												
State and Local Assistance	1.0	1.0	0	1.0	1.0	0	1.0	1.0	0	1.0	1.0	0
TOTAL	1.0	1.0	0	1.0	1.0	0	1.0	1.0	0	1.0	1.0	0

/a Prior to Fiscal Year 1990 the Service did not have a formal drug control program, but it is estimated that $400,000 was spent annually on drug control activities.

FY 1990 Estimate
Fish and Wildlife Service
Organization/Function Fund Summary
Appropriated Funds
($000)

Regional Office--Location	F & W Enhancement		Refuges and Wildlife			Fisheries				Subtotals		Other Appropriations				Totals	
	Endangered Species	Other	Refuge O&M	Law Enforce.	Other	Hatchery O&M	Other	Research & Development	General Admin.	$000	FTE	LWCF (Land Acquisition)	Construction	Acad. Grants	a/ WARF	$000	FTE
I - Portland, OR	2,195	1,497	2,639		660	645	26	618	2,712	10,990	136	425				11,415	151
II - Albuquerque, NM	1,120	1,612	2,334		361	292	2	148	1,954	7,825	106	475				8,300	116
III - Minneapolis, MN	560	1,258	3,621		619	541	28		2,347	8,974	134	200				9,174	137
IV - Atlanta, GA	458	1,680	2,713		330	431		393	2,147	8,362	118	450				8,812	130
V - Boston, MA	252	1,150	1,997		1,205	760	7	434	2,226	8,031	118	475				8,506	128
VI - Denver, CO	825	1,492	3,633		920	634	19	148	2,233	9,904	133	175				10,079	136
VII - Anchorage, AK	265	1,154	5,645		575	282		1,480	2,577	11,978	156	600				12,578	150
VIII Research & Development								2,738	445	3,183	43					3,183	43
Washington, D.C.	3,233	6,365	9,982	4,444	5,487	1,581	397		35,119	62,828	529	2,200 b/				65,028	532
Subtotal	8,886	16,218	28,564	4,444	10,157	5,166	679	6,179	51,762	132,075	1,473	5,000				137,075	1,531
Denver Engineering Center									397	397	6		29,713			30,110	54
FWS Finance Center									2,774	2,774	80					2,774	80
Grants/States	5,676		1,250						3,000 c/	9,926				1,488	12,493	23,907	
Field Stations	9,782	18,550	91,399	18,261	1,448	26,197	15,000	63,790		244,447	4,503	62,990	36,599	298	2,366	336,700	4,954
Funding reprogrammings d/			2,050			724		180	324	3,198	23					3,198	23
Total (Budget Authority)	24,344	36,768	123,263	22,725	11,625	32,087	15,679	70,069	58,257	392,817	6,094	67,990	56,312	1,786	14,859	533,764	6,251

a/ WARF includes direct appropriations of $8,904,000 for payments to counties and anticipated refuge receipts of $5,955,000.
b/ Includes $2 million allocated to the Fish and Wildlife Foundation.
c/ $3,000,000 is for the Fish and Wildlife Foundation for matching grants.
d/ Includes AFTRA ($1,000,000), Migratory Bird Office ($1,300,000), Fisheries Operations ($576,000), and General Administration pay raise ($324,000).

FWS 509

FY 1991 President's Budget
Fish and Wildlife Service
Organization/Function Fund Summary
Appropriated Funds
($000)

Regional Office--Location	F & W Enhancement: Endangered Species	F & W Enhancement: Other	Refuges and Wildlife: Refuge O&M	Refuges and Wildlife: Law Enforce.	Refuges and Wildlife: Other	Fisheries: Hatchery O&M	Fisheries: Other	Research & Development	General Admin.	Subtotals: $000	Subtotals: FTE	Other Appropriations: LWCF (Land Acquisition)	Other Appropriations: Construction	Other Appropriations: NAWCF	Other Appropriations: a/ NMRF/AFR. ELEPHANT	Totals: $000	Totals: FTE
I - Portland, OR	2,473	1,859	2,896		710	1,395	42		2,996	12,371	135	1,125				13,496	150
II - Albuquerque, NM	1,123	1,809	2,302		374	549	2	150	2,155	8,464	109	1,175				9,639	119
III - Minneapolis, MN	556	1,414	3,624		808	867	33		2,666	9,968	133	900				10,868	126
IV - Atlanta, GA	463	2,002	3,377		586	570		250	2,768	10,017	119	1,150				11,167	131
V - Boston, MA	244	1,150	1,917		1,566	760	6		2,685	8,330	120	1,175				9,505	130
VI - Denver, CO	828	2,050	4,044		934	601	10		2,719	11,175	131	775				11,950	134
VII - Anchorage, AK	230	1,317	4,911		577		262	250	2,773	10,340	155	700				11,040	157
VIII - Research & Development								3,176	452	3,628	42					3,628	42
Washington, D.C.	3,261	8,399	5,903	5,106	6,501	1,610	729		38,091	69,799	534	500			1,000	71,299	534
Subtotal	9,178	19,980	29,064	5,106	12,146	6,370	1,115	3,826	57,297	144,082	1,478	7,500			1,000	152,582	1,537
Denver Engineering Center									450	450	6		487			937	50
FWS Finance Center									2,876	2,876	89					2,876	89
Grants/States	5,671								3,630 c/	9,671					12,640	21,311	
Field Stations	9,603	19,722	93,370	19,469	700	23,912	17,616	65,281		249,733	4,493	49,200	32,786		2,400	334,119	4,548
Unallocated b/			6,490		3,300	4,764			324	14,878	23			15,000		29,878	40
Total (Budget Authority)	24,452	39,702	128,924	24,575	16,206	35,046	18,731	69,107	63,943	420,688	6,089	56,700	33,273	15,000	16,040	541,791	6,264

a/ NMRF includes direct appropriations of $9,000,000 for payments to counties and anticipated refuge receipts of $6,040,000. The African Elephant Conservation Fund includes $1,000,000 in direct appropriations.
b/ Includes refuge cyclical maintenance ($5,990,000), private partnerships ($500,000), Migratory Bird Office ($1,300,000), N. American projects ($2,000,000), hatchery cyclical maintenance ($4,190,000), Fisheries operations ($576,000), General Administration pay raise ($324,000), North American Wetlands Conservation Fund ($15,000,000).
c/ $3,000,000 is for the Fish and Wildlife Foundation for matching grants.

U.S. DEPARTMENT OF THE INTERIOR
UNITED STATES FISH AND WILDLIFE SERVICE

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
ALABAMA			
FISH HATCHERIES			
CARBON HILL NFH	162 (4)	150 (4)	198 (4)
ECOLOGICAL SERVICES			
DAPHNE ECOL SVCS	368 (8)	374 (8)	384 (8)
WILDLIFE REFUGES			
CHOCTAW NWR	171 (5)	159 (4)	159 (4)
EUFAULA NWR	256 (7)	265 (8)	264 (8)
BON SECOUR NWR	116 (3)	133 (2)	118 (2)
WHEELER NWR	549 (13)	628 (14)	607 (14)
WILDLIFE MGT & TECH ASSIST			
WLDF MGMT BIOLOGIST	75 (2)	67 (2)	67 (2)
LAW ENFORCEMENT			
MONTGOMERY LE - SRA	555 (11)	545 (9)	575 (9)
FISHERY RESEARCH			
SE FISH CULTURE LAB-MARION	919 (8)	1,083 (8)	867 (8)
FISH - WILDLIFE COOP UNITS			
AUBURN UNIV	178 (3)	185 (3)	185 (3)
STATE TOTAL	3,349 (64)	3,589 (62)	3,424 (62)
ALASKA			
FISHERY MGT & TECH ASSIST			
MARINE MAMMALS MGMT	414 (7)	659 (6)	464 (6)
FISHERIES MANAGEMENT SVCS	834 (15)	920 (13)	882 (13)
KENAI FISH ASSIST	323 (6)	350 (6)	354 (6)
FAIRBANKS FISH ASSIST	697 (13)	1,104 (16)	1,029 (15)
KING SALMON FISH ASSIST	300 (6)	360 (6)	364 (6)
ECOLOGICAL SERVICES			
JUNEAU ECOL SVCS	537 (10)	547 (12)	559 (12)
ANCHORAGE ECOL SVCS	670 (11)	700 (12)	714 (12)
FAIRBANKS ECOL SVCS	710 (11)	734 (13)	748 (13)
WILDLIFE REFUGES			
ALASKA MARITIME NWR	1,876 (25)	1,645 (25)	1,675 (24)
ALASKA PENINSULA NWR	359 (3)	449 (6)	514 (6)
BECHAROF NWR	315 (4)	293 (4)	328 (4)
IZEMBEK NWR	447 (4)	451 (6)	471 (6)
KENAI NWR	1,189 (22)	1,093 (25)	1,154 (24)
KODIAK NWR	733 (9)	760 (12)	785 (12)
TOGIAK NWR	643 (5)	769 (5)	844 (5)
YUKON DELTA NWR	1,522 (15)	1,641 (16)	1,695 (15)
ARCTIC NWR	1,826 (26)	1,596 (22)	1,876 (21)
INNOKO NWR	367 (3)	480 (6)	545 (6)
KANUTI NWR	391 (4)	404 (5)	464 (5)
KOYUKUK NWR	460 (5)	471 (7)	546 (7)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
NOWITNA NWR	437 (3)	454 (5)	524 (5)
SELAWIK NWR	507 (3)	546 (6)	621 (6)
TETLIN NWR	607 (6)	727 (7)	767 (7)
YUKON FLATS NWR	475 (6)	558 (8)	603 (7)
MISC WILDLIFE FIELD UNITS			
RAPTOR MGMT WLDF ASSIST	212 (3)	252 (3)	252 (3)
JUNEAU MIGRATORY BIRDS	216 (2)	350 (2)	330 (2)
ANCHORAGE MIGRATORY BIRDS	122 (1)	139 (1)	183 (1)
FAIRBANKS MIGRATORY BIRDS	131 (1)	168 (1)	168 (1)
LAW ENFORCEMENT			
ALASKA LAW ENFORCEMENT	996 (14)	1,005 (15)	1,031 (15)
FISHERY RESEARCH			
ALASKA F&W RES-ANCHORAGE	3,583 (44)	3,740 (44)	3,708 (44)
FISH - WILDLIFE COOP UNITS			
UNIV OF ALASKA - FISH	147 (2)	151 (2)	148 (2)
UNIV OF ALASKA - WILDLIFE	99 (1)	102 (1)	103 (1)
STATE TOTAL	22,145 (290)	23,618 (318)	24,449 (312)
ARIZONA			
FISH HATCHERIES			
ALCHESAY-WILLIAMS CRK NFH	493 (10)	456 (10)	511 (10)
WILLOW BEACH NFH	375 (7)	420 (6)	462 (6)
HATCHERY BIOL-PINETOP	64 (1)	75 (1)	64 (1)
FISHERY MGT & TECH ASSIST			
PARKER FISH ASSIST	108 (2)	105 (1)	105 (2)
PINETOP FISH ASSIST	212 (5)	210 (3)	210 (3)
ECOLOGICAL SERVICES			
PHOENIX ECOL SVCS	577 (10)	501 (11)	501 (11)
WILDLIFE REFUGES			
SAN BERNARDINO NWR	172 (5)	194 (5)	207 (5)
BUENOS AIRES NWR	442 (10)	490 (7)	523 (7)
CIBOLA NWR	340 (5)	268 (6)	287 (6)
IMPERIAL NWR	231 (5)	283 (6)	305 (6)
KOFA NWR	314 (8)	405 (8)	433 (8)
CABEZA PRIETA NWR	223 (5)	336 (5)	359 (5)
LAW ENFORCEMENT			
MESA LE - SRA	532 (8)	595 (8)	616 (8)
FISH - WILDLIFE COOP UNITS			
UNIV OF ARIZONA	204 (3)	170 (3)	175 (3)
STATE TOTAL	4,287 (84)	4,508 (80)	4,758 (81)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
ARKANSAS			
FISH HATCHERIES			
GREERS FERRY NFH	292 (5)	231 (4)	312 (5)
MAMMOTH SPRINGS NFH	172 (5)	156 (5)	204 (5)
NORFORK NFH	490 (10)	494 (10)	548 (10)
WILDLIFE REFUGES			
NE ARKANSAS REFUGES	476 (10)	467 (11)	490 (11)
FELSENTHAL NWR	456 (10)	509 (11)	464 (11)
HOLLA BEND NWR	203 (6)	229 (6)	229 (6)
WHITE RIVER NWR	404 (11)	475 (11)	469 (11)
FISHERY RESEARCH			
FISH FARM EXP STA-STUTTGRT	325 (15)	360 (15)	317 (15)
FISH - WILDLIFE COOP UNITS			
ARKANSAS TECH UNIV	60 (1)	75 (1)	105 (1)
UNIV OF ARKANSAS	149 (3)	156 (3)	161 (3)
STATE TOTAL	3,027 (76)	3,152 (77)	3,299 (78)
CALIFORNIA			
FISH HATCHERIES			
COLEMAN NFH	953 (14)	1,713 (16)	830 (16)
TEHAMA COLUSA FISH FACIL	151 (3)	80 (1)	50 (1)
FISHERY MGT & TECH ASSIST			
TRINITY RIV FISH OFFICE	6 ( )	5 ( )	5 ( )
COLEMAN FISH HEALTH CNTR	59 (1)	53 (1)	53 (1)
RED BLUFF FISH ASSIST	331 (11)	310 (8)	310 (8)
ARCATA FISH ASSIST	88 (3)	67 (1)	67 (1)
STOCKTON FISH ASSIST	59 (1)	75 (2)	88 (2)
KLAMATH RIVER FIELD OFF	1,000 (6)	1,000 (5)	1,000 (5)
ECOLOGICAL SERVICES			
SACRAMENTO ECOL SVCS	1,036 (21)	1,047 (36)	987 (34)
LAGUNA NIGUEL ECOL SVCS	942 (20)	979 (23)	912 (24)
WILDLIFE REFUGES			
KERN NWR	552 (7)	593 (11)	730 (11)
SACRAMENTO NWR	957 (18)	1,230 (22)	1,301 (21)
SALTON SEA NWR	458 (11)	556 (11)	558 (11)
SAN FRANCISCO BAY NWR	1,009 (22)	929 (26)	881 (26)
SAN LUIS NWR	789 (13)	889 (18)	946 (17)
KLAMATH BASIN NWR	982 (17)	984 (20)	992 (20)
MODOC NWR	221 (5)	240 (7)	256 (7)
HAVASU NWR	433 (8)	488 (8)	522 (8)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
LAW ENFORCEMENT			
SACRAMENTO LE - SRA	519 (10)	461 (10)	488 (10)
PORT OF SAN FRANCISCO-LE	125 (5)	104 (5)	103 (4)
LOS ANGELES LE - SRA	743 (17)	655 (15)	685 (15)
FISHERY RESEARCH			
COLUMBIA RES LAB	86 (4)	86 (3)	86 (3)
WILDLIFE RESEARCH			
PAX W/L RES CTR-VENTURA	241 (6)	250 (3)	( )
PAX W/L RES CTR-DAVIS	321 (6)	284 (5)	190 (5)
NATL ECOL CTR	685 (12)	665 (13)	665 (13)
NO PRAIRIE CTR	633 (9)	640 (9)	698 (9)
FISH - WILDLIFE COOP UNITS			
HUMBOLDT STATE UNIV	116 (2)	120 (2)	124 (2)
STATE TOTAL	13,495 (252)	14,503 (281)	13,527 (274)
COLORADO			
FISH HATCHERIES			
FISH DISEASE CONTROL LAB	210 (6)	235 (5)	450 (7)
UNDISTRIBUTED MAINT - RO	( )	( )	505 ( )
HOTCHKISS NFH	231 (5)	231 (5)	280 (5)
LEADVILLE NFH	330 (6)	216 (5)	224 (5)
FISHERY MGT & TECH ASSIST			
DENVER FISH ASSIST	25 (2)	25 (2)	25 (2)
COLO RIV FISH INV-GR JUNC	156 (1)	113 (1)	113 (1)
ECOLOGICAL SERVICES			
COLO RIV COORD, DENVER	168 (1)	234 (1)	234 (1)
F&W ENHANCE OFF-GR JUNCT	323 (6)	434 (8)	431 (8)
TECHNICAL DEVELOPMENT R&D			
NATL ECOL CTR	4,347 (66)	4,090 (67)	3,769 (67)
WILDLIFE REFUGES			
UNDISTRIBUTED MAINT - RO	( )	( )	700 ( )
MONTE VISTA NWR	477 (10)	473 (12)	473 (12)
ARAPAHOE NWR	229 (8)	242 (8)	242 (8)
BROWNS PARK NWR	211 (5)	190 (7)	190 (7)
LAW ENFORCEMENT			
GOLDEN LE - SRA	512 (9)	558 (8)	610 (9)
WILDLIFE RESEARCH			
NATL ECOL CTR	1,301 (21)	1,228 (23)	1,064 (22)
FISH - WILDLIFE COOP UNITS			
COLORADO STATE UNIV	224 (3)	198 (3)	204 (3)
STATE TOTAL	8,744 (149)	8,467 (155)	9,514 (157)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
CONNECTICUT			
WILDLIFE REFUGES			
CONN COASTAL NWR	148 (1)	84 (1)	84 (1)
LAW ENFORCEMENT			
LE - CONNECTICUT	96 (2)	136 (2)	140 (2)
STATE TOTAL	244 (3)	220 (3)	224 (3)
DELAWARE			
WILDLIFE REFUGES			
BOMBAY HOOK NWR	392 (8)	372 (8)	386 (8)
PRIME HOOK NWR	247 (5)	227 (5)	225 (5)
STATE TOTAL	639 (13)	599 (13)	611 (13)
FLORIDA			
FISH HATCHERIES			
WELAKA NFH	247 (7)	284 (7)	331 (7)
FISHERY MGT & TECH ASSIST			
PANAMA CITY FISH BIOLOGIST	219 (4)	257 (6)	299 (6)
ENDANGERED SPECIES			
END SPECIES-JACKSONVILLE	622 (11)	836 (15)	831 (15)
ECOLOGICAL SERVICES			
PANAMA CITY ECOL SVCS	262 (5)	250 (6)	265 (6)
VERO BEACH ECOL SVCS	508 (11)	551 (11)	551 (11)
WILDLIFE REFUGES			
CHASSAHOWITZKA NWR	275 (7)	296 (6)	266 (6)
LOWER SUWANNEE NWR	187 (5)	213 (5)	208 (5)
J.N. 'DING' DARLING NWR	364 (8)	375 (10)	360 (10)
FLORIDA PANTHER NWR	187 (2)	182 (4)	184 (4)
LAKE WOODRUFF NWR	211 (3)	139 (4)	139 (4)
LOXAHATCHEE NWR	876 (16)	960 (19)	978 (19)
MERRITT ISLAND NWR	1,506 (30)	609 (12)	579 (12)
NATIONAL KEY DEER NWR	247 (5)	456 (7)	398 (7)
ST MARKS NWR	561 (12)	360 (7)	332 (7)
ST VINCENT NWR	232 (5)	142 (2)	142 (2)
WILDLIFE MGT & TECH ASSIST			
JACKSONVILLE BIOLOGIST	67 (1)	62 (1)	62 (1)
LAW ENFORCEMENT			
TALLAHASSEE LE - SRA	341 (7)	315 (5)	340 (5)
MIAMI LE - SRA	256 (7)	332 (12)	335 (12)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
FISHERY RESEARCH			
FISH RES LAB - GAINESVILLE	1,189 (13)	1,142 (13)	1,060 (13)
WILDLIFE RESEARCH			
NATL ECOL CTR	384 (8)	373 (9)	373 (9)
FISH - WILDLIFE COOP UNITS			
UNIV OF FLA-GAINESVILLE	269 (4)	233 (4)	222 (4)
STATE TOTAL	9,010 (171)	8,367 (165)	8,255 (165)
GEORGIA			
FISH HATCHERIES			
UNDISTRIBUTED MAINT - RO	( )	( )	476 ( )
CHATTAHOOCHEE FOREST NFH	215 (5)	234 (6)	265 (5)
MILLEN NFH	191 (5)	228 (5)	250 (5)
WARM SPRINGS NFH	138 (4)	270 (4)	260 (5)
WARM SPRINGS FISH HEALTH C	51 (1)	131 (2)	210 (3)
ECOLOGICAL SERVICES			
BRUNSWICK ECOL SVCS	155 (5)	196 (7)	261 (7)
WILDLIFE REFUGES			
UNDISTRIBUTED MAINT - RO	( )	( )	775 ( )
OKEFENOKEE NWR	1,434 (25)	516 (12)	541 (12)
SAVANNAH COASTAL COMPLEX	813 (20)	915 (21)	873 (21)
PIEDMONT NWR	394 (9)	441 (11)	454 (11)
LAW ENFORCEMENT			
ATLANTA LE - SAC	694 (11)	851 (12)	893 (12)
ATLANTA LE - SRA	403 (7)	392 (7)	425 (7)
FISHERY RESEARCH			
COLUMBIA RES LAB	106 (2)	106 (3)	106 (3)
WILDLIFE RESEARCH			
ENDANGERED WLDF RESEARCH	270 (8)	158 (5)	149 (5)
FISH - WILDLIFE COOP UNITS			
UNIV OF GEORGIA	187 (3)	174 (3)	179 (3)
STATE TOTAL	5,051 (105)	4,612 (98)	6,117 (99)
HAWAII			
ENDANGERED SPECIES			
HAWAII END SPECIES COORD	404 (8)	457 (8)	427 (8)
WILDLIFE REFUGES			
HI/PAC ISLANDS NWR	1,108 (20)	1,536 (23)	1,138 (23)
LAW ENFORCEMENT			
PORT OF HONOLULU-LE	125 (5)	104 (5)	103 (5)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
WILDLIFE RESEARCH			
PAX W/L RES CTR-MOANA LOA	312 (6)	687 (8)	687 (8)
FISH - WILDLIFE COOP UNITS			
UNIV OF HAWAII	88 (1)	84 (1)	87 (1)
STATE TOTAL	2,037 (40)	2,868 (45)	2,442 (45)
IDAHO			
FISH HATCHERIES			
DWORSHAK NFH	201 (4)	224 (4)	214 (4)
DWORSHAK FISH HEALTH CNTR	65 (2)	105 (1)	105 (1)
HAGERMAN NFH	483 (8)	541 (5)	541 (6)
KOOSKIA NFH	237 (3)	200 (4)	200 (4)
FISHERY MGT & TECH ASSIST			
L SNAKE RIVER COMP PLAN	5,099 (4)	6,810 (4)	8,575 (4)
DWORSHAK FISH ASSIST	150 (2)	160 (3)	160 (4)
ECOLOGICAL SERVICES			
BOISE ECOL SVCS	380 (11)	500 (13)	402 (11)
WILDLIFE REFUGES			
DEER FLAT NWR	288 (8)	320 (9)	323 (9)
KOOTENAI NWR	132 (3)	155 (3)	152 (3)
SOUTHEAST IDAHO NWR	644 (14)	733 (16)	723 (16)
FISHERY RESEARCH			
HAGERMAN FIELD STATION	335 (6)	397 (6)	402 (6)
FISH - WILDLIFE COOP UNITS			
UNIV OF IDAHO	475 (3)	405 (3)	681 (3)
STATE TOTAL	8,489 (68)	10,550 (71)	12,478 (71)
ILLINOIS			
FISHERY MGT & TECH ASSIST			
CARTERVILLE FISHERY ASSIST	55 (1)	55 (2)	55 (1)
ROCK ISLAND FISHERY ASSIST	( )	( )	76 (1)
ECOLOGICAL SERVICES			
ROCK ISLAND ECOL SVCS	380 (9)	458 (10)	443 (10)
MARION ECOL SVCS	155 (3)	131 (3)	131 (3)
WILDLIFE REFUGES			
UPPER MISS RIV-SAVANNA	119 (3)	137 (4)	137 (4)
CRAB ORCHARD NWR	1,387 (24)	1,564 (25)	1,526 (25)
MARK TWAIN NWR	261 (5)	243 (6)	244 (6)
CALHOUN DISTRICT-REFUGES	156 (4)	184 (4)	171 (4)
CHAUTAUQUA NWR	146 (4)	168 (4)	155 (4)
CYPRESS CREEK NWR	( )	19 (3)	19 (3)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
MISC WILDLIFE FIELD UNITS			
QUINCY BIOLOGIST-REFUGES	109 (1)	52 (1)	52 (1)
LAW ENFORCEMENT			
CHICAGO (ROSEMONT) LE -SRA	422 (9)	432 (9)	540 (10)
STATE TOTAL	3,190 (63)	3,443 (71)	3,549 (72)
INDIANA			
ECOLOGICAL SERVICES			
BLOOMINGTON ECOL SVCS	399 (7)	363 (7)	363 (7)
WILDLIFE REFUGES			
MUSCATATUCK NWR	266 (6)	288 (7)	254 (6)
STATE TOTAL	665 (13)	651 (14)	617 (13)
IOWA			
WILDLIFE REFUGES			
DESOTO NWR	807 (22)	854 (20)	780 (20)
UNION SLOUGH NWR	261 (4)	262 (4)	263 (4)
LOUISA DISTRICT-REFUGES	166 (3)	226 (4)	220 (4)
MISC WILDLIFE FIELD UNITS			
UPPER MISS RIV - MCGREGOR	210 (6)	222 (6)	222 (6)
FISH - WILDLIFE COOP UNITS			
IOWA STATE UNIV	211 (3)	203 (3)	204 (3)
STATE TOTAL	1,655 (38)	1,767 (37)	1,689 (37)
KANSAS			
ECOLOGICAL SERVICES			
F&W ENHANCE OFF-MANHATTAN	268 (5)	214 (8)	214 (8)
WILDLIFE REFUGES			
FLINT HILLS NWR	214 (8)	250 (5)	232 (5)
KIRWIN NWR	229 (6)	234 (6)	233 (6)
QUIVIRA NWR	311 (9)	343 (9)	341 (9)
STATE TOTAL	1,022 (28)	1,041 (28)	1,020 (28)
KENTUCKY			
FISH HATCHERIES			
WOLF CREEK NFH	195 (4)	225 (5)	255 (4)
STATE TOTAL	195 (4)	225 (5)	255 (4)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
LOUISIANA			
FISH HATCHERIES			
NATCHITOCHES NFH	249 (5)	240 (6)	334 (6)
ECOLOGICAL SERVICES			
LAFAYETTE ECOL SVCS	378 (9)	328 (10)	343 (10)
TECHNICAL DEVELOPMENT R&D			
NATL COAST ECOSYS	3,072 (44)	3,656 (34)	4,569 (34)
WILDLIFE REFUGES			
CATAHOULA NWR	211 (6)	201 (5)	200 (5)
D'ARBONNE NWR	335 (8)	348 (9)	338 (9)
LACASSINE NWR	356 (9)	417 (8)	377 (8)
CAMERON PRAIRIE NWR	83 (2)	125 (1)	109 (1)
BOGUE CHITTO NWR	345 (7)	419 (9)	428 (9)
SABINE NWR	334 (9)	406 (9)	406 (9)
TENSAS RIVER NWR	613 (11)	612 (13)	574 (13)
LAKE OPHELIA NWR	109 (1)	325 (6)	86 (2)
LAW ENFORCEMENT			
SLIDELL LE-SRA	818 (14)	750 (14)	784 (14)
FISH - WILDLIFE COOP UNITS			
LOUISIANA STATE UNIV	217 (4)	229 (4)	236 (4)
GRAMBLING STATE UNIV	120 (1)	103 (1)	103 (1)
STATE TOTAL	7,240 (130)	8,159 (129)	8,887 (125)
MAINE			
FISH HATCHERIES			
CRAIG BROOK NFH	299 (6)	202 (6)	201 (6)
GREEN LAKE NFH	452 (8)	446 (8)	421 (8)
FISHERY MGT & TECH ASSIST			
MAINE ANADROMOUS FISH COOR	55 ( )	117 ( )	116 ( )
ECOLOGICAL SERVICES			
ORONO ECOL SVCS	( )	306 (4)	( )
WILDLIFE REFUGES			
MOOSEHORN NWR	377 (11)	354 (9)	350 (9)
PETITE MANAN NWR	101 (3)	189 (3)	203 (3)
RACHEL CARSON NWR	148 (3)	164 (3)	110 (3)
SUNKHAZE MEADOWS NWR	( )	145 (2)	175 (2)
FISHERY RESEARCH			
COLUMBIA RES LAB	94 (1)	108 (1)	108 (1)
WILDLIFE RESEARCH			
PAX W/L RES CTR-ORONO	137 (4)	188 (3)	188 (3)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
FISH - WILDLIFE COOP UNITS			
UNIV OF MAINE	150 (3)	204 (3)	215 (3)
STATE TOTAL	1,813 (39)	2,423 (42)	2,087 (38)
MARYLAND			
FISHERY MGT & TECH ASSIST			
CHESA BAY FISH COORD	144 (3)	141 (3)	171 (4)
ECOLOGICAL SERVICES			
CHESAPEAKE BAY PROGRAM	1,090 (8)	1,365 (9)	1,140 (7)
ANNAPOLIS ECOL SVCS	692 (19)	738 (15)	978 (14)
WILDLIFE REFUGES			
BLACKWATER NWR	432 (9)	656 (10)	501 (10)
MARTIN NWR	36 (1)	45 (1)	46 (1)
EASTERN NECK NWR	187 (4)	173 (4)	177 (4)
WILDLIFE RESEARCH			
PATUXENT W/L RES CENTER	8,986 (154)	10,126 (175)	9,521 (177)
STATE TOTAL	11,567 (198)	13,244 (217)	12,534 (217)
MASSACHUSETTS			
FISH HATCHERIES			
UNDISTRIBUTED MAINT - RO	( )	( )	778 ( )
BERKSHIRE TROUT HATCHERY	106 (3)	111 (3)	109 (3)
NORTH ATTLEBORO NFH	205 (4)	202 (4)	199 (4)
SUNDERLAND NAT SALMON STN	100 (3)	101 (3)	102 (3)
FISHERY MGT & TECH ASSIST			
CONN. RVR ANAD FISH PROG	58 (1)	82 (1)	82 (1)
SUNDERLAND FISH ASSISTANCE	200 (4)	199 (4)	241 (3)
WILDLIFE REFUGES			
UNDISTRIBUTED MAINT - RO	( )	( )	887 ( )
FIELD BIO - NEW ENGLAND	62 (1)	63 (1)	64 (1)
GREAT MEADOWS NWR	638 (8)	394 (8)	363 (8)
PARKER RIVER NWR	508 (16)	1,432 (16)	1,254 (16)
LAW ENFORCEMENT			
BOSTON LE - SRA	251 (5)	301 (5)	312 (5)
FISHERY RESEARCH			
NE ANADROMOUS FISH LAB	709 (4)	974 (4)	1,082 (4)
FISH - WILDLIFE COOP UNITS			
UNIV OF MASSACHUSETTS	114 (2)	100 (2)	160 (3)
STATE TOTAL	2,951 (51)	3,959 (51)	5,633 (51)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
MICHIGAN			
FISH HATCHERIES			
JORDAN RIVER NFH	513 (13)	640 (11)	500 (11)
PENDILLS CREEK NFH	840 (10)	554 (10)	462 (10)
ELMIRA FISH ASSIST	( )	( )	55 (1)
ECOLOGICAL SERVICES			
EAST LANSING ECOL SVCS	476 (10)	615 (11)	471 (11)
WILDLIFE REFUGES			
SENEY NWR	397 (9)	383 (8)	346 (8)
SHIAWASSEE NWR	271 (6)	319 (6)	287 (6)
WILDLIFE MGT & TECH ASSIST			
EAST LANSING WLDF ASSIST	160 (2)	163 (2)	163 (2)
LAW ENFORCEMENT			
ANN ARBOR LE - SRA	408 (8)	432 (8)	536 (8)
FISHERY RESEARCH			
GR LK FISH CTR	3,048 (63)	3,264 (67)	2,986 (67)
STATE TOTAL	6,113 (121)	6,370 (123)	5,806 (124)
MINNESOTA			
FISH HATCHERIES			
UNDISTRIBUTED MAINT - RO	( )	( )	500 ( )
FISHERY MGT & TECH ASSIST			
WINONA FISH ASSIST	61 (1)	56 (2)	146 (2)
ECOLOGICAL SERVICES			
ST PAUL ECOL SVCS	441 (9)	488 (9)	488 (8)
WILDLIFE REFUGES			
UNDISTRIBUTED MAINT - RO	( )	( )	1,708 ( )
AGASSIZ NWR	403 (9)	453 (10)	420 (10)
RICE LAKE NWR	220 (6)	196 (7)	179 (7)
SHERBURNE NWR	332 (8)	314 (9)	295 (9)
TAMARAC NWR	302 (7)	364 (10)	339 (10)
UPPER MISS RIV-WINONA	250 (7)	265 (8)	268 (8)
UPPER MISS FISH/WLDF REF	445 (9)	495 (10)	487 (10)
MINN WTLND CMPLX-FERG FALL	374 (4)	375 (9)	375 (9)
MORRIS WETLAND MGMT DIST	432 (12)	502 (13)	480 (13)
FERGUS FALL WETL MGMT DIST	431 (12)	664 (10)	595 (10)
DETROIT LK WETL MGMT DIST	481 (11)	485 (10)	485 (10)
WINDOM WETLANDS MGMT DIST	( )	206 (2)	206 (2)
LITCHFIELD WETL MGMT DIST	474 (9)	375 (9)	352 (9)
MINNESOTA VALLEY NWR	596 (14)	1,065 (22)	1,030 (22)
BIG STONE NWR	151 (4)	168 (4)	158 (4)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
WILDLIFE MGT & TECH ASSIST			
ST PAUL WLDF ASSIST	189 (4)	188 (3)	188 (3)
MISC WILDLIFE FIELD UNITS			
MID-CONT WATERFOWL PROJ	146 (4)	40 (1)	40 (1)
EXEC DIR - NAWMP	475 (7)	480 (7)	480 (7)
LAW ENFORCEMENT			
ST PAUL LE - SRA	391 (3)	531 (9)	655 (9)
WILDLIFE RESEARCH			
PAX W/L RES CTR-ST PAUL	135 (3)	367 (3)	367 (3)
FISH - WILDLIFE COOP UNITS			
UNIV OF MINNESOTA	143 (2)	104 (2)	160 (3)
STATE TOTAL	6,872 (145)	8,181 (169)	10,401 (169)
MISSISSIPPI			
FISH HATCHERIES			
MERIDIAN NFH	188 (5)	147 (4)	225 (5)
PRIVATE JOHN ALLEN NFH	196 (6)	195 (6)	245 (6)
ENDANGERED SPECIES			
JACKSON END SPECIES	425 (8)	521 (9)	539 (9)
ECOLOGICAL SERVICES			
VICKSBURG ECOL SVCS	437 (5)	420 (10)	435 (10)
TECHNICAL DEVELOPMENT R&D			
NATL COAST ECOSYS	76 (2)	78 (2)	108 (2)
WILDLIFE REFUGES			
JOINT VENTURE COORDINATOR	43 (1)	225 ( )	25 ( )
MISS SANDHILL CRANE NWR	647 (16)	362 (5)	362 (5)
NOXUBEE NWR	442 (8)	353 (9)	348 (9)
MISSISSIPPI WMD	139 (1)	170 (5)	215 (5)
YAZOO NWR	716 (14)	657 (16)	679 (16)
JACKSON BIOLOGIST	113 (2)	130 (3)	130 (3)
WILDLIFE RESEARCH			
PAX W/L RES CTR-VICKSBURG	112 (2)	88 (1)	120 (2)
FISH - WILDLIFE COOP UNITS			
MISSISSIPPI STATE UNIV	154 (3)	121 (2)	185 (3)
STATE TOTAL	3,688 (73)	3,467 (72)	3,616 (75)
MISSOURI			
FISH HATCHERIES			
NEOSHO NFH	217 (4)	223 (4)	451 (5)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
ECOLOGICAL SERVICES			
COLUMBIA ECOL SVCS	343 (5)	282 (5)	282 (5)
WILDLIFE REFUGES			
MINGO NWR	408 (12)	413 (10)	410 (10)
SQUAW CREEK NWR	285 (5)	236 (5)	231 (5)
SWAN LAKE NWR	356 (8)	396 (7)	379 (7)
CLARENCE CANNON NWR	183 (4)	230 (4)	211 (4)
LAW ENFORCEMENT			
JEFFERSON CITY LE - SRA	272 (5)	281 (5)	281 (5)
FISHERY RESEARCH			
COLUMBIA RES LAB	3,260 (83)	3,563 (87)	3,212 (89)
FISH - WILDLIFE COOP UNITS			
UNIV OF MISSOURI	147 (3)	157 (3)	162 (3)
STATE TOTAL	5,471 (129)	5,781 (130)	5,619 (133)
MONTANA			
FISH HATCHERIES			
BOZEMAN FISH TECH CENTER	399 (9)	416 (9)	445 (9)
CRESTON NFH	222 (5)	268 (5)	363 (6)
ENNIS NFH	277 (5)	277 (5)	298 (5)
ENDANGERED SPECIES			
GRIZZLY BEAR COORD MISSOUL	196 (3)	227 (1)	227 (1)
ECOLOGICAL SERVICES			
F&W ENHANCE FLD SUPV-WY/MT	210 (4)	248 (4)	245 (4)
F&W ENHANCE OFF-HELENA	664 (14)	559 (13)	556 (13)
WILDLIFE REFUGES			
BENTON LAKE NWR	334 (7)	343 (6)	343 (6)
CHARLES M RUSSELL NWR	956 (24)	882 (21)	882 (21)
MEDICINE LAKE NWR	327 (7)	296 (8)	296 (8)
NATIONAL BISON RANGE NWR	426 (11)	448 (13)	448 (13)
LEE METCALF NWR	129 (4)	143 (4)	143 (4)
RED ROCK LAKES NWR	236 (5)	270 (6)	270 (6)
BOWDOIN NWR	346 (7)	519 (11)	520 (10)
LAW ENFORCEMENT			
BILLINGS LE - SRA	228 (5)	312 (6)	317 (6)
FISH - WILDLIFE COOP UNITS			
UNIV OF MONTANA	131 (2)	115 (2)	118 (2)
MONTANA STATE UNIV	137 (2)	121 (2)	119 (2)
STATE TOTAL	5,218 (114)	5,444 (116)	5,590 (116)
NEBRASKA			
FISHERY MGT & TECH ASSIST			
VALENTINE FISH ASSIST	90 (2)	79 (2)	69 (2)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
ECOLOGICAL SERVICES			
PLATTE RIVER COORDINATOR	165 (4)	( )	( )
F&W ENHANCE FLD SUPV-KS/NE	82 (2)	285 (6)	191 (6)
F&W ENHANCE OFF-GR ISLAND	265 (5)	330 (8)	327 (8)
WILDLIFE REFUGES			
CRESCENT LAKE NWR	262 (8)	321 (6)	303 (6)
FORT NIOBRARA NWR	575 (16)	534 (15)	532 (15)
HASTINGS WMD	293 (7)	548 (11)	590 (10)
STATE TOTAL	1,732 (44)	2,097 (48)	2,012 (47)
NEVADA			
FISH HATCHERIES			
LAHONTAN NFH	439 (9)	457 (9)	450 (9)
ECOLOGICAL SERVICES			
RENO END SPECIES	283 (8)	294 (9)	279 (9)
WILDLIFE REFUGES			
DESERT NWR	465 (10)	508 (11)	488 (11)
RUBY LAKE NWR	185 (5)	255 (6)	263 (6)
STILLWATER NWR	224 (4)	404 (12)	2,373 (12)
LAW ENFORCEMENT			
RENO LE - SRA	394 (6)	378 (6)	405 (6)
FISHERY RESEARCH			
NATL FISH RES CTR-RENO	197 (5)	198 (5)	179 (5)
STATE TOTAL	2,187 (47)	2,494 (58)	4,437 (58)
NEW HAMPSHIRE			
FISH HATCHERIES			
NASHUA NFH	226 (5)	219 (5)	221 (5)
FISHERY MGT & TECH ASSIST			
LACONIA FISH ASSIST	130 (4)	122 (4)	118 (4)
ANADROMOUS FISH COOR	51 (1)	55 (1)	55 (1)
ECOLOGICAL SERVICES			
CONCORD ECOL SVCS	607 (13)	543 (15)	777 (16)
STATE TOTAL	1,014 (23)	939 (25)	1,171 (26)
NEW JERSEY			
FISHERY MGT & TECH ASSIST			
DELA RIV ANADR FISH PROG	51 (1)	56 (1)	56 (1)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
ECOLOGICAL SERVICES			
ABSECON ECOL SVCS	381 (11)	506 (13)	464 (13)
WILDLIFE REFUGES			
FIELD BIO - CENTRAL AREA	52 (1)	56 (1)	56 (1)
EDW B FORSYTHE NWR	509 (12)	583 (14)	529 (14)
CAPE MAY NWR	( )	60 (1)	110 (1)
GREAT SWAMP NWR	827 (11)	527 (11)	492 (11)
LAW ENFORCEMENT			
NEWARK LE - SRA	399 (12)	429 (12)	441 (12)
STATE TOTAL	2,219 (48)	2,217 (53)	2,148 (53)
NEW MEXICO			
FISH HATCHERIES			
DEXTER NFH	412 (9)	471 (8)	462 (8)
MESCALERO NFH	253 (5)	241 (4)	302 (4)
ECOLOGICAL SERVICES			
ALBUQUERQUE ECOL SVCS	407 (8)	475 (9)	475 (9)
WILDLIFE REFUGES			
UNDISTRIBUTED MAINT - RO	( )	( )	610 ( )
GRULLA NWR	2 ( )	1 ( )	1 ( )
BITTER LAKE NWR	259 (7)	299 (11)	320 (11)
BOSQUE DEL APACHE NWR	796 (19)	673 (18)	719 (18)
SAN ANDRES NWR	74 (2)	97 (2)	105 (2)
SEVILLETA NWR	154 (4)	198 (4)	212 (4)
LAS VEGAS NWR	261 (4)	322 (4)	345 (4)
MAXWELL NWR	124 (3)	164 (3)	176 (3)
FISH - WILDLIFE COOP UNITS			
NEW MEXICO STATE UNIV	36 (1)	100 (2)	130 (3)
STATE TOTAL	2,778 (62)	3,041 (65)	3,857 (66)
NEW YORK			
FISHERY MGT & TECH ASSIST			
GREAT LAKES COOR	( )	69 (1)	69 (1)
ECOLOGICAL SERVICES			
CORTLAND ECOL SVCS	573 (12)	631 (14)	590 (14)
WILDLIFE REFUGES			
IROQUOIS NWR	357 (9)	514 (8)	414 (8)
MONTEZUMA NWR	395 (10)	449 (9)	601 (9)
WERTHEIM NWR	556 (8)	363 (9)	367 (9)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
LAW ENFORCEMENT			
LAWRENCE NY LE - SAC	301 (9)	322 (9)	328 (9)
FISHERY RESEARCH			
GR LK FISH CTR	251 (6)	255 (6)	268 (6)
TUNISON LAB-CORTLAND	452 (10)	510 (10)	740 (10)
FISH - WILDLIFE COOP UNITS			
CORNELL UNIV	120 (2)	126 (2)	171 (3)
STATE TOTAL	3,005 (66)	3,239 (68)	3,548 (69)
NORTH CAROLINA			
FISH HATCHERIES			
EDENTON NFH	184 (5)	667 (5)	246 (5)
MCKINNEY LAKE NFH	158 (4)	180 (4)	230 (4)
PISGAH FOREST HATCH BIOL	66 (1)	26 (1)	( )
FISHERY MGT & TECH ASSIST			
ALBEMARLE SOUND COORD	82 (1)	107 (1)	144 (1)
ENDANGERED SPECIES			
ASHEVILLE END SPECIES	658 (9)	881 (10)	941 (10)
ECOLOGICAL SERVICES			
RALEIGH ECOL SVCS	361 (8)	309 (8)	324 (8)
WILDLIFE REFUGES			
ALLIGATOR RIVER NWR	667 (16)	692 (11)	672 (11)
MACKAY ISLAND NWR	244 (6)	279 (6)	279 (6)
MATTAMUSKEET NWR	758 (19)	713 (21)	769 (21)
WILDLIFE MGT & TECH ASSIST			
WASHINGTON BIOLOGIST	70 (2)	80 (2)	80 (2)
LAW ENFORCEMENT			
RALEIGH LE - SRA	471 (8)	424 (8)	465 (8)
FISH - WILDLIFE COOP UNITS			
NO CAROLINA STATE UNIV	126 (2)	120 (2)	165 (3)
STATE TOTAL	3,845 (81)	4,478 (79)	4,315 (79)
NORTH DAKOTA			
FISH HATCHERIES			
GARRISON NFH	230 (4)	220 (4)	221 (4)
VALLEY CITY NFH	258 (6)	260 (5)	258 (5)
ECOLOGICAL SERVICES			
F&W ENHANCE OFF-BISMARCK	278 (6)	340 (9)	337 (9)
F&W ENHANCE FLD SUPV-ND/SD	114 (1)	205 (5)	205 (5)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
WILDLIFE REFUGES			
ARROWWOOD NWR	660 (16)	724 (18)	682 (18)
AUDUBON NWR	539 (11)	351 (10)	335 (10)
DES LACS NWR	782 (16)	619 (16)	591 (16)
DEVILS LAKE WMD	430 (10)	442 (11)	410 (11)
J CLARK SALYER NWR	409 (10)	425 (11)	409 (11)
KULM NWR	273 (7)	304 (7)	288 (7)
TEWAUKON NWR	242 (6)	528 (7)	512 (7)
UPPER SOURIS NWR	296 (6)	230 (6)	230 (6)
LAW ENFORCEMENT			
BISMARCK LE - SRA	175 (4)	170 (3)	175 (3)
WILDLIFE RESEARCH			
NO PRAIRIE CTR	2,373 (49)	2,375 (50)	2,412 (50)
STATE TOTAL	7,059 (152)	7,193 (162)	7,065 (162)
OHIO			
ECOLOGICAL SERVICES			
COLUMBUS ECOL SVCS	331 (6)	307 (6)	307 (6)
WILDLIFE REFUGES			
OTTAWA NWR	382 (8)	509 (8)	385 (8)
FISHERY RESEARCH			
GR LK FISH CTR	206 (5)	200 (5)	210 (5)
COLUMBIA RES LAB	73 (2)	79 (2)	79 (2)
FISH - WILDLIFE COOP UNITS			
OHIO STATE UNIV	206 (3)	182 (3)	171 (3)
STATE TOTAL	1,198 (24)	1,277 (24)	1,152 (24)
OKLAHOMA			
FISH HATCHERIES			
TISHOMINGO NFH	473 (8)	348 (7)	364 (7)
ECOLOGICAL SERVICES			
TULSA ECOL SVCS	450 (9)	455 (11)	455 (11)
WILDLIFE REFUGES			
OPTIMA NWR	5 ( )	4 ( )	5 ( )
SALT PLAINS NWR	283 (8)	327 (8)	350 (8)
SEQUOYAH NWR	322 (6)	300 (7)	322 (7)
OKLA BAT CAVES NWR	4 ( )	3 ( )	3 ( )
TISHOMINGO NWR	300 (7)	350 (7)	375 (7)
WASHITA NWR	224 (5)	276 (5)	295 (5)
WICHITA MOUNTAINS WR	1,038 (28)	1,145 (27)	1,227 (27)
LITTLE RIVER NWR	214 (4)	238 (6)	255 (6)
LITTLE SANDY NWR	4 ( )	3 ( )	3 ( )

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
LAW ENFORCEMENT			
OKLAHOMA CITY LE - SRA	480 (9)	620 (10)	641 (10)
FISH - WILDLIFE COOP UNITS			
OKLAHOMA STATE UNIV	137 (2)	120 (2)	170 (3)
STATE TOTAL	3,934 (86)	4,189 (90)	4,465 (91)
OREGON			
FISH HATCHERIES			
UNDISTRIBUTED MAINT - RO	( )	( )	1,931 ( )
EAGLE CREEK NFH	132 ( )	75 ( )	1 ( )
WARM SPRINGS NFH	412 (5)	440 (5)	409 (5)
ECOLOGICAL SERVICES			
PORTLAND ECOL SVCS	464 (11)	579 (14)	589 (14)
WILDLIFE REFUGES			
UNDISTRIBUTED MAINT - RO	( )	( )	730 ( )
MALHEUR NWR	806 (15)	869 (18)	968 (18)
UMATILLA NWR	494 (12)	599 (12)	613 (12)
WILLIAM F. FINLEY NWR	407 (9)	556 (9)	523 (9)
SHELDON-HART MTN NWR	646 (7)	677 (13)	647 (13)
LAW ENFORCEMENT			
NATL F&W FORENSICS LAB	957 (8)	1,242 (12)	1,692 (15)
PORTLAND LE - SRA	221 (4)	460 (6)	512 (8)
WILDLIFE RESEARCH			
PAX W/L RES CTR-CORVALLIS	153 (3)	190 (4)	154 (4)
FISH - WILDLIFE COOP UNITS			
OREGON STATE UNIV-FISH	118 (2)	120 (2)	124 (2)
OREGON STATE UNIV-WLDF	127 (2)	125 (2)	129 (2)
STATE TOTAL	4,937 (78)	5,932 (97)	9,022 (102)
PENNSYLVANIA			
FISH HATCHERIES			
ALLEGHENY NFH	464 (8)	457 (8)	449 (8)
LAMAR FISHERY TECH CTR	316 (7)	280 (7)	280 (7)
LAMAR NFH	167 (2)	199 (2)	139 (2)
LAMAR FISH HEALTH UNIT	238 (7)	284 (7)	241 (7)
FISHERY MGT & TECH ASSIST			
SUSQUEH R COORD-HARRISBURG	53 (1)	57 (1)	57 (1)
WARREN FISH ASSIST	11 ( )	26 ( )	( )
ECOLOGICAL SERVICES			
STATE COLLEGE ECOL SVCS	415 (10)	458 (11)	393 (11)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
WILDLIFE REFUGES			
ERIE NWR	273 (7)	273 (7)	322 (7)
TINICUM MARSH ENV CENTER	660 (9)	445 (9)	427 (9)
FISHERY RESEARCH			
PHILADELPHIA FIELD STATION	78 (1)	77 (1)	78 (1)
NE RES/DEL LAB-WELLSBORO	1,123 (24)	1,086 (24)	1,070 (25)
FISH - WILDLIFE COOP UNITS			
PENN STATE UNIV	173 (3)	187 (3)	192 (3)
STATE TOTAL	3,971 (79)	3,829 (80)	3,648 (81)
RHODE ISLAND			
WILDLIFE REFUGES			
NINIGRET NWR	315 (8)	422 (8)	376 (8)
LAW ENFORCEMENT			
LE - RHODE ISLAND	106 (2)	126 (2)	130 (2)
STATE TOTAL	421 (10)	548 (10)	506 (10)
SOUTH CAROLINA			
FISH HATCHERIES			
ORANGEBURG NFH	269 (7)	253 (6)	358 (8)
WALHALLA NFH	189 (5)	179 (6)	228 (5)
FISHERY MGT & TECH ASSIST			
SO ATLANTIC FISH COORD	46 (1)	53 (1)	77 (1)
ECOLOGICAL SERVICES			
CHARLESTON ECOL SVCS	342 (9)	310 (9)	320 (9)
WILDLIFE REFUGES			
CAPE ROMAIN NWR	359 (10)	348 (9)	398 (9)
CAROLINA SANDHILLS NWR	572 (14)	526 (12)	511 (12)
SANTEE NWR	293 (7)	305 (7)	305 (7)
FISH - WILDLIFE COOP UNITS			
CLEMSON UNIV	62 (1)	106 (2)	131 (3)
STATE TOTAL	2,132 (54)	2,080 (52)	2,328 (54)
SOUTH DAKOTA			
FISH HATCHERIES			
GAVINS POINT NFH	302 (6)	302 (6)	310 (6)
ECOLOGICAL SERVICES			
F&W ENHANCE OFF-PIERRE	399 (8)	344 (9)	341 (9)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
WILDLIFE REFUGES			
LACREEK NWR	299 (6)	295 (8)	295 (8)
LAKE ANDES NWR	304 (9)	389 (8)	351 (8)
MADISON WMD	314 (9)	526 (9)	488 (11)
SAND LAKE NWR	501 (11)	513 (11)	475 (11)
WAUBAY NWR	326 (9)	386 (8)	348 (8)
MISC WILDLIFE FIELD UNITS			
BROOKINGS WLDF BIOL	178 (1)	430 (1)	590 (1)
LAW ENFORCEMENT			
PIERRE LE - SRA	202 (5)	212 (5)	185 (4)
FISHERY RESEARCH			
COLUMBIA RES LAB	164 (7)	169 (6)	169 (6)
FISH - WILDLIFE COOP UNITS			
SO DAKOTA STATE UNIV	166 (3)	168 (3)	174 (3)
STATE TOTAL	3,155 (74)	3,734 (74)	3,726 (75)
TENNESSEE			
FISH HATCHERIES			
DALE HOLLOW NFH	296 (7)	292 (7)	347 (7)
ERWIN NFH	216 (5)	244 (5)	265 (5)
ECOLOGICAL SERVICES			
COOKVILLE ECOL SVCS	242 (6)	219 (7)	229 (7)
WILDLIFE REFUGES			
CROSS CREEK NWR	281 (8)	265 (7)	264 (7)
HATCHIE NWR	387 (10)	518 (11)	478 (11)
BROWNSVILLE FORESTER	33 ( )	33 ( )	33 ( )
REELFOOT NWR	294 (7)	296 (7)	291 (7)
TENNESSEE NWR	543 (14)	588 (13)	558 (13)
WILDLIFE MGT & TECH ASSIST			
MIGR BIRD COORD-TENN	79 (1)	145 (3)	145 (3)
FISH - WILDLIFE COOP UNITS			
TENN TECH UNIV	146 (2)	133 (2)	136 (2)
STATE TOTAL	2,517 (60)	2,733 (62)	2,746 (62)
TEXAS			
FISH HATCHERIES			
INKS DAM NFH	285 (6)	342 (6)	358 (6)
SAN MARCOS NFH & TC	421 (10)	472 (10)	647 (11)
UVALDE NFH	265 (5)	251 (5)	289 (5)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
FISHERY MGT & TECH ASSIST			
SAN MARCOS FISH ASSIST	80 (2)	73 (2)	195 (2)
ECOLOGICAL SERVICES			
CORPUS CHRISTI ECOL SVCS	523 (10)	433 (12)	433 (12)
FORT WORTH ECOL SVCS	509 (11)	582 (13)	582 (12)
HOUSTON ECOL SVCS	495 (13)	500 (13)	500 (13)
TECHNICAL DEVELOPMENT R&D			
NATL COAST ECOSYS	414 (5)	347 (5)	537 (5)
WILDLIFE REFUGES			
ANAHUAC NWR	426 (9)	487 (9)	520 (9)
MCFADDIN NWR	241 (3)	182 (3)	195 (3)
TEXAS POINT NWR	37 (1)	40 (1)	43 (1)
ARANSAS NWR	821 (15)	772 (18)	820 (18)
BRAZORIA NWR	212 (5)	285 (5)	305 (5)
SAN BERNARD NWR	186 (3)	184 (3)	197 (3)
BIG BOGGY NWR	115 (3)	88 (3)	94 (3)
LAGUNA ATASCOSA NWR	490 (11)	545 (11)	582 (11)
SANTA ANA NWR	315 (8)	501 (8)	534 (8)
RIO GRANDE VALLEY NWR	733 (12)	518 (12)	551 (11)
ATTWATER PR CHICKEN NWR	276 (6)	307 (7)	328 (7)
BUFFALO LAKE NWR	181 (5)	194 (5)	208 (5)
HAGERMAN NWR	219 (6)	272 (6)	291 (6)
MULESHOE NWR	102 (3)	113 (3)	122 (3)
LAW ENFORCEMENT			
SAN ANTONIO LE - SRA	520 (7)	615 (9)	636 (9)
FISHERY RESEARCH			
COLUMBIA RES LAB	171 (3)	155 (4)	155 (4)
WILDLIFE RESEARCH			
PAX W/L RES CTR-VICTORIA	211 (5)	226 (5)	222 (5)
FISH - WILDLIFE COOP UNITS			
TEXAS TECH UNIV	86 (1)	113 (2)	150 (3)
STATE TOTAL	8,334 (168)	8,597 (180)	9,494 (180)
UTAH			
FISH HATCHERIES			
JONES HOLE NFH	309 (6)	786 (6)	335 (6)
FISHERY MGT & TECH ASSIST			
VERNAL FISH ASSIST	5 ( )	5 ( )	5 ( )
COLO RIV FISH INV - VERNAL	70 (2)	39 (1)	24 (1)
ECOLOGICAL SERVICES			
F&W ENHANCE FLD SUPV-CO/UT	82 (1)	63 (2)	63 (2)
F&W ENHANCE OFF-SALT LAKE	377 (8)	379 (8)	376 (8)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
WILDLIFE REFUGES			
BEAR RIVER MB REFUGE	61 ( )	166 (4)	227 (4)
FISH SPRINGS NWR	163 (4)	188 (7)	188 (7)
OURAY NWR	193 (5)	224 (7)	224 (7)
FISH - WILDLIFE COOP UNITS			
UTAH STATE UNIV	209 (4)	278 (4)	195 (3)
STATE TOTAL	1,469 (30)	2,128 (39)	1,637 (38)
VERMONT			
FISH HATCHERIES			
PITTSFORD NFH	147 (4)	151 (4)	151 (4)
WHITE RIVER NFH	463 (8)	461 (8)	465 (8)
FISHERY MGT & TECH ASSIST			
MONTPELIER FISH ASSIST	117 (1)	121 (1)	121 (1)
WILDLIFE REFUGES			
MISSISQUOI NWR	174 (4)	227 (4)	197 (4)
FISH - WILDLIFE COOP UNITS			
UNIV OF VERMONT	( )	94 (1)	125 (3)
STATE TOTAL	901 (17)	1,054 (18)	1,059 (20)
VIRGINIA			
FISH HATCHERIES			
HARRISON LAKE NFH	195 (4)	224 (4)	200 (4)
FISHERY MGT & TECH ASSIST			
GLOUCESTER FISH ASSIST	67 (1)	68 (1)	68 (1)
POTOMAC FISH COORD- ARLING	121 (1)	99 (1)	69 (1)
ECOLOGICAL SERVICES			
ANNAPOLIS ECOL SVCS	218 (4)	262 (6)	252 (6)
WILDLIFE REFUGES			
FIELD BIO - SOUTHERN AREA	65 (1)	51 (1)	52 (1)
BACK BAY NWR	378 (11)	549 (13)	473 (13)
CHINCOTEAGUE NWR	838 (19)	754 (18)	1,059 (18)
DISMAL SWAMP NWR	425 (11)	573 (8)	491 (8)
MASON NECK NWR	215 (5)	196 (5)	204 (5)
PRESQUILE NWR	125 (2)	145 (2)	145 (2)
EASTERN SHORE OF VA NWR	299 (8)	374 (7)	355 (7)
LAW ENFORCEMENT			
RICHMOND LE - SRA	556 (16)	632 (16)	650 (16)
FISH - WILDLIFE COOP UNITS			
VIRGINIA TECH UNIV	228 (4)	163 (4)	168 (3)
STATE TOTAL	3,730 (87)	4,090 (86)	4,186 (85)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
WASHINGTON			
FISH HATCHERIES			
NISQUALLY NFH	( )	( )	400 ( )
ABERNATHY SALMON CDC	408 (5)	366 (6)	316 (6)
CARSON NFH	42 ( )	31 ( )	31 ( )
ENTIAT NFH	292 (3)	303 (3)	160 (3)
LEAVENWORTH NFH	522 (8)	856 (8)	432 (8)
LITTLE WHITE SALMON NFH	52 ( )	63 ( )	36 ( )
LWR COLUMBIA FISH HEALTH	135 (4)	134 (5)	134 (5)
MAKAH NFH	526 (6)	398 (6)	358 (6)
QUILCENE NFH	253 (4)	282 (4)	225 (4)
QUINAULT NFH	350 (7)	272 (7)	299 (7)
SPRING CREEK NFH	26 ( )	3 ( )	1 ( )
WINTHROP NFH	189 (3)	220 (3)	220 (3)
OLYMPIA FISH HEALTH CTR	146 (3)	264 (3)	153 (3)
FISHERY MGT & TECH ASSIST			
VANCOUVER FISH ASSIST	473 (10)	537 (9)	482 (9)
COLUMB RIV COORD-VANCOUVER	179 (4)	193 (3)	193 (3)
OLYMPIA FISH ASSIST	521 (11)	535 (9)	535 (9)
LEAVENWORTH FISH ASSIST	65 (2)	65 (1)	65 (1)
ECOLOGICAL SERVICES			
OLYMPIA ECOL SVCS	595 (16)	682 (20)	682 (20)
WILDLIFE REFUGES			
JULIA BUTLER HANSEN NWR	340 (8)	384 (9)	389 (9)
NISQUALLY NWR	468 (11)	439 (10)	447 (10)
RIDGEFIELD NWR	281 (8)	414 (9)	479 (9)
WILLAPA NWR	363 (10)	430 (12)	420 (12)
TURNBULL NWR	270 (5)	314 (7)	322 (7)
LITTLE PEND OREILLE NWR	6 ( )	56 ( )	56 ( )
LAW ENFORCEMENT			
BELLEVUE LE-SRA	405 (12)	410 (12)	426 (11)
FISHERY RESEARCH			
NATL FISH RES CTR-SEATTLE	1,056 (19)	1,019 (20)	973 (20)
NATL FISH RES CTR-MARROWST	108 (3)	115 (3)	110 (3)
NATL FISH RES CTR-COL RIV	5 ( )	34 ( )	( )
FISH - WILDLIFE COOP UNITS			
UNIV OF WASHINGTON	70 (1)	118 (2)	145 (3)
STATE TOTAL	8,146 (163)	8,937 (171)	8,489 (171)
WEST VIRGINIA			
FISH HATCHERIES			
BOWDEN NFH	444 (6)	232 (6)	231 (6)
WHITE SULPHUR SPRING NFH	561 (4)	198 (4)	198 (4)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
ECOLOGICAL SERVICES			
STATE COLLEGE ECOL SVCS	316 (7)	342 (9)	203 (9)
FISHERY RESEARCH			
NATL FISH CTR - LEETOWN	3,536 (55)	4,433 (55)	2,954 (55)
FISH - WILDLIFE COOP UNITS			
WEST VIRGINIA UNIV	158 (3)	165 (3)	170 (3)
ASST DIR/FISHERIES			
NATL FISHERIES TRNG CENTER	435 (6)	570 (8)	370 (6)
STATE TOTAL	5,450 (81)	5,940 (85)	4,126 (83)
WISCONSIN			
FISH HATCHERIES			
FISH DISEASE CONTROL CNTR	194 (5)	224 (5)	324 (5)
GENOA NFH	191 (5)	229 (5)	258 (5)
IRON RIVER NFH	363 (8)	1,028 (8)	675 (9)
FISHERY MGT & TECH ASSIST			
IRON RIVER FISH ASSIST	60 (2)	89 (3)	144 (2)
ECOLOGICAL SERVICES			
GREEN BAY ECOL SVCS	373 (7)	485 (8)	460 (7)
WILDLIFE REFUGES			
HORICON NWR	326 (6)	353 (8)	313 (8)
NECEDAH NWR	271 (6)	308 (8)	291 (8)
UPPER MISS RIV-LA CROSSE	112 (3)	137 (4)	127 (4)
UPPER MISS-TREMPEALEAU NWR	181 (4)	172 (4)	145 (4)
BLOOMINGTON BIOL-REFUGES	43 (1)	94 (1)	94 (1)
WILDLIFE MGT & TECH ASSIST			
MADISON WLDF ASSIST	158 (3)	193 (3)	223 (3)
FISHERY RESEARCH			
GR LK FISH CTR	296 (8)	310 (9)	325 (9)
NATL FISH RES LAB-LACROSSE	1,710 (29)	1,801 (32)	1,405 (32)
COLUMBIA RES LAB	115 (2)	106 (2)	106 (2)
WILDLIFE RESEARCH			
MADISON WLDF HEALTH LAB	2,601 (52)	2,647 (52)	2,454 (52)
NO PRAIRIE CTR	216 (3)	213 (3)	210 (3)
FISH - WILDLIFE COOP UNITS			
UNIV OF WISCONSIN-FISH	65 (1)	67 (1)	69 (1)
UNIV OF WISCONSIN-WLDF	65 (1)	65 (1)	67 (1)
STATE TOTAL	7,340 (146)	8,521 (157)	7,690 (156)
WYOMING			
FISH HATCHERIES			
JACKSON NFH	196 (4)	206 (4)	285 (4)
SARATOGA NFH	260 (5)	270 (4)	305 (4)

	FY 1989 ACTUAL $(FTE)	FY 1990 ESTIMATE $(FTE)	FY 1991 ESTIMATE $(FTE)
FISHERY MGT & TECH ASSIST			
LANDER FISH ASSIST	165 (2)	170 (2)	170 (2)
MAMMOTH FISH ASSIST	131 (3)	136 (3)	121 (3)
ECOLOGICAL SERVICES			
F&W ENHANCE OFF-CHEYENNE	249 (3)	306 (6)	303 (6)
WILDLIFE REFUGES			
NATIONAL ELK REFUGE NWR	716 (10)	484 (10)	484 (10)
SEEDSKADEE NWR	207 (5)	291 (6)	291 (6)
FISHERY RESEARCH			
COLUMBIA RES LAB	99 (2)	99 (2)	99 (2)
FISH - WILDLIFE COOP UNITS			
UNIV OF WYOMING	194 (3)	194 (3)	200 (3)
STATE TOTAL	2,217 (37)	2,156 (40)	2,258 (40)
PUERTO RICO			
ENDANGERED SPECIES			
PUERTO RICO F&W ENHANCE	434 (9)	431 (9)	599 (9)
WILDLIFE REFUGES			
CARIBBEAN ISLANDS NWR	277 (9)	333 (9)	329 (9)
LAW ENFORCEMENT			
MAYAGUEZ LE - SRA	141 (2)	134 (2)	134 (2)
WILDLIFE RESEARCH			
PAX W/L RES CTR-PUERTO RIC	319 (7)	399 (7)	439 (7)
STATE TOTAL	1,171 (27)	1,297 (27)	1,501 (27)

UNITED STATES
DEPARTMENT OF THE INTERIOR

BUDGET JUSTIFICATIONS, F.Y. 1991

NATIONAL PARK SERVICE

NOTICE: These budget justifications are prepared for the Interior and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained through the Office of Budget of the Department of the Interior.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

FISCAL YEAR 1991 BUDGET JUSTIFICATIONS

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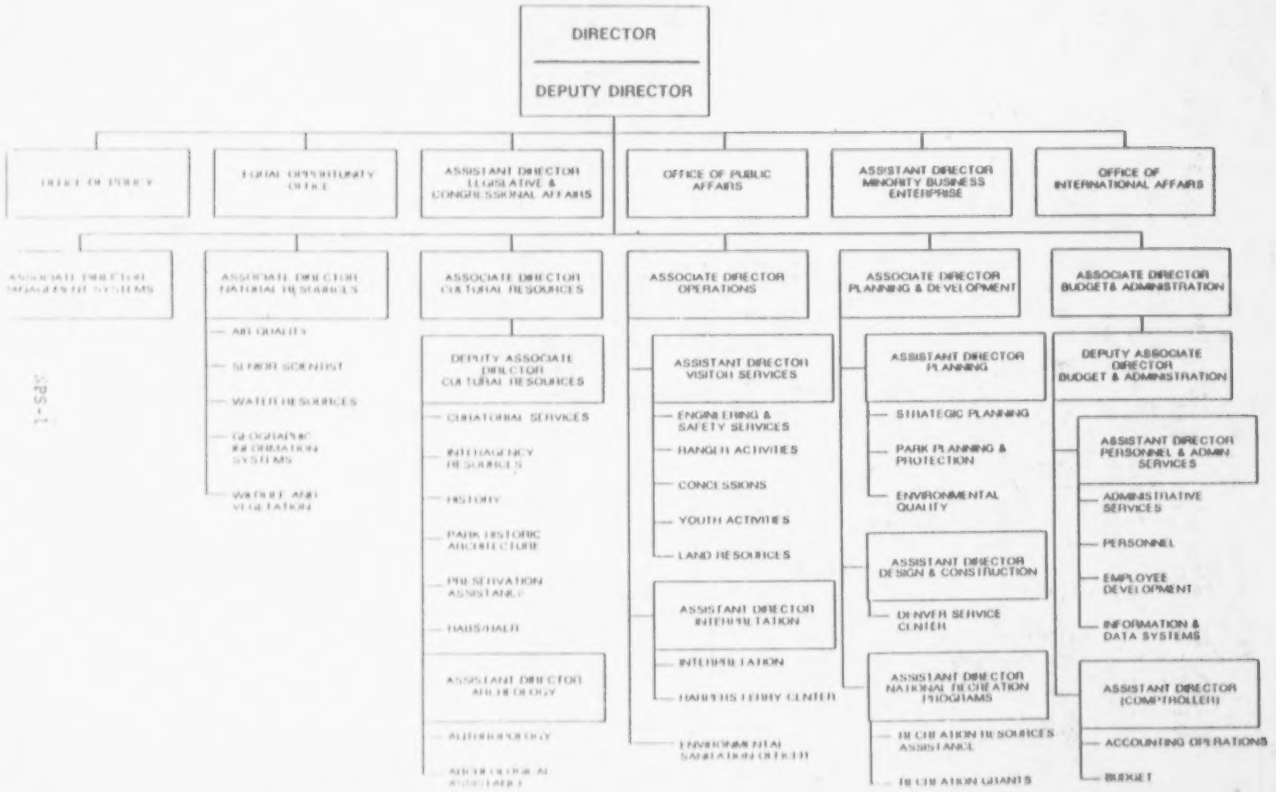
NATIONAL PARK SERVICE
Washington Office



National Park Service

General Statement

The world has witnessed a staggering level and pace of change since the first national park was created at Yellowstone over 100 years ago. This change is mirrored in the National Park System which is now comprised of 355 areas, encompassing 79.8 million acres, in 49 States and the District of Columbia. The areas range in size and character from the immense roadless wilderness of Gates of the Arctic National Park in Alaska to Federal Hall National Memorial in New York City. Visitation was 354 million in 1989.

At the same time that parks were being created, America's premier landscape artist, Frederick Law Olmstead, recognized this rapid change and noted that if it were not for places like national parks, there would be nothing against which to measure the pace of change. In this way, parks provide our society with a sense of stability. They preserve precious examples of our cultural and natural resources where visitors can experience the beauty and mysteries of nature and begin to sense what it means to be an American. Who can visit Yosemite or Yellowstone and not sense the awe and wonder that native americans and early explorers must have felt? Who can walk the fields and meadows of Gettysburg without contemplating the consequences of that battle and the agony of the Confederate and Federal troops who fought and died there? What visitor could stand on Auburn Street in Atlanta and not sense the pride of African-Americans? Can anyone visit the Women's Rights National Historical Park without admiring the struggle of the early suffragettes to obtain the right to vote? A visit to any of the parks in our System, our direct physical contact with our heritage, provides us with a better understanding of what we are and what we believe is important.

But managing the National Park System is extremely challenging. Congress established the National Park Service in 1916 (16 U.S.C. 1), stating in the authorizing legislation that:

> "The Service thus established shall promote and regulate the use of the Federal areas known as national parks, monuments, and reservations hereinafter specified by such means and measures as conform to the fundamental purpose of the said parks, monuments, and reservations which purpose is to conserve the scenery and the nature and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

Promoting both preservation and use is a delicate balancing act for our resource managers, and the management issues they face today are incredibly complex. A Yosemite or a Yellowstone is like a small city in that it requires facility and road maintenance, operation of sewage and water systems, law enforcement, traffic control, and emergency preparedness. When Yellowstone visitation exceeds 35,000 on a daily basis in peak summer months, it puts enormous pressure on facilities and staff to maintain basic services while trying to protect park resources.

General Statement

Although the National Park System can be considered the storehouse of our culture's greatest treasures, there are worrisome "strains and cracks" in this storehouse. The resources contained within the parks are increasingly vulnerable to a complex set of factors that originate outside park boundaries. Because of this vulnerability, the margin of error in the management of parks is exceedingly small. We are now beginning to consider these management issues in their larger social and ecological contexts. It will not be easy. We must make absolutely certain that the Park Service employees in positions of responsibility have adequate resource information based on competent research to make the best possible decisions. We must also have sufficient communication skills to explain those decisions to visitors, supporters and the interests that often compete for park resources.

But not all the problems originate beyond park boundaries. However impressionistic, the recent GAO report on maintenance shortcomings in the parks certainly lends credence to the need for the Service to increase its investment in the maintenance of the physical infrastructure of the parks, and this request does that.

This budget proposal represents the response of the Park Service to the complex management situations it faces while maintaining a fiscally responsible budget. The National Park Service budget request for 1991 is $1,076,446,000 and the first ever request by the Park Service to exceed $1.0 billion. The table below compares the 1990 appropriation (post-sequestration) for the Service with the 1991 request:

(Dollar amounts in thousands)

Appropriations Requested		FY 1990 Enacted	FY 1990 Post-seq	FY 1991 Estimate	Inc/Dec from FY 1990 Post-Sec
OPERATION OF THE NATIONAL PARK SYSTEM	($)	778,419	767,804	830,804 1/	+63,000
Allocation from Bureau of Land Management (Fire)	($)	[34,464]	[34,263]	[21,990]	[-12,273]
	(FTE)	[280]	[280]	[310]	[+30]
(Full Time Equivalents-Total)	(FTE)	(15,591)	(15,591)	(16,037)	(+446)
Reimbursable Activities	(FTE)	(15)	(15)	(15)	(--)
NATIONAL RECREATION AND PRESERVATION	($)	16,136	15,923	10,125	-5,798
	(FTE)	(277)	(277)	(227)	(-50)
HISTORIC PRESERVATION FUND	($)	32,750	32,308	33,665	+1,357
	(FTE)	(2)	(2)	(--)	(-2)
CONSTRUCTION	($)	199,716	197,407	99,766 1/	-97,641
	(FTE)	(667)	(667)	(635)	(-32)
Allocation to Federal Highway Administration	(FTE)	(27)	(27)	(32)	(+5)
Allocation to Corps of Engineers	(FTE)	(--)	(--)	(8)	(+8)
Reimbursable Activities	(FTE)	(175)	(175)	(175)	(--)

General Statement

(Dollar amounts in thousands)

Appropriations Requested		FY 1990 Enacted	FY 1990 Post-sec	FY 1991 Estimate	Inc/Dec from FY 1990 Post-Sec
LAND ACQUISITION	($)	88,556	87,502	80,153 1/	-7,349
	(FTE)	(222)	(222)	(202)	(-20)
JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS	($)	9,193	9,118	8,150	-968
	(FTE	(91	(91)	(91)	(--)
ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR COMMISSION	($)	250	250	--	-250
	(FTE)	(1)	(1)	(--)	(-1)
LAND AND WATER CONSERVATION FUND CONTRACT AUTHORITY	($)	-30,000	-30,000	-30,000	--
Total Appropriations	($)	1,095,020	1,080,312	1,032,663	-47,649
	(FTE)	(17,068)	(17,068)	(17,422)	(+354)
Permanent and Trust Funds					
OPERATION AND MAINTENANCE OF QUARTERS	($)	8,795	8,795	8,795	--
	(FTE)	(123)	(123)	(123)	(--)
MISCELLANEOUS PERMANENTS	($)	980	980	980	--
	(FTE)	(15)	(15)	(15)	(--)
LAND AND WATER CONSERVATION FUND CONTRACT AUTHORITY	($)	30,000	30,000	30,000	--
MISCELLANEOUS TRUST FUNDS	($)	4,960	4,960	4,008	-952
	(FTE)	(37)	(37)	(37)	(--)
CONSTRUCTION TRUST FUND	($)	[12,000]	[12,000]	[20,000]	[-8,000]
	(FTE)	(2)	(2)	(2)	(--)
Allocation to Federal Highway Administration	(FTE)	(11)	(11)	(11)	(--)
Subtotal	($)	44,735	44,735	43,783	-952
	(FTE)	(188)	(188)	(188)	(--)
Budget Authority, Total, NPS	($)	1,139,755	1,125,047	1,076,446	-48,601
	(FTE)	(17,256)	(17,256)	(17,610)	+354

1/ Includes amounts allocated from proposed new "America the Beautiful" account.

General Statement

Highlights of the fiscal year 1991 budget request are discussed below, first in terms of initiatives and then in terms of appropriations:

America the Beautiful Initiative

> "I have resolved that if I am elected President, I will undertake a program.....America the Beautiful: because that's exactly what this country of ours is -- beautiful beyond all comprehension."
>
> George Bush
> October 1988

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget a major initiative called America the Beautiful. The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

A portion of the resources of the Departmental Bureau of Land Management, Fish and Wildlife Service, and National Park Service are included in this initiative as well as some resources of the U.S. Forest Service of the Department of Agriculture. Under the portion for Interior, "America the Beautiful" increased funding for the National Park Service will be provided in FY 1991 for Federal land acquisition, for certain operating programs, and for rehabilitation construction projects that benefit natural resources or enhance recreation. National Park Service programs, other than land acquisition, which are included in "America the Beautiful" comprise a component called Legacy 99. The intent of "Legacy 99" is to improve the condition of natural and cultural resources administered by the Department of the Interior by 1999, the 150th anniversary of the Department's establishment as a Cabinet level agency.

Assuming enactment of authorizing legislation, both base funding and proposed increases for these activities will be included in a new, Departmentwide "America the Beautiful" account subject to annual appropriations. The "current law" request, should legislation not be enacted, is the same as the FY 1990 post-sequester appropriation. Therefore, the "proposed law" increment in the President's budget is that amount over the FY 1990 post-sequester appropriation. This justification is prepared on a current law basis with the amount that includes the "America the Beautiful" increment displayed as proposed law. If the program is approved by the Congress, the National Park Service will receive an allocation of funds from the new "America the Beautiful" account that will allow it to continue to administer these activities at an overall enhanced funding level.

General Statement

The following Park Service programs are part of the "America the Beautiful" proposal:

	Total Request	Increase over 1990
Land Acquisition (Federal)	$80.2 million	+$9.2 million
Rehabilitation construction to protect resources or enhance recreation Opportunities	$45.4 million	+$16.1 million
Park Operations to improve the management of park resources	$31.0 million	+$9.0 million
Total	$156.6 million	+$34.3 million

Maintaining Infrastructure--Legacy 99

As a complement to the "Legacy 99" component of the "America the Beautiful" program, the FY 1991 budget of the Department of the Interior proposes a related "Legacy 99" infrastructure initiative. To celebrate the 150th anniversary of the Department of the Interior, and to leave a legacy to the Nation as it enters the 21st Century, the Secretary is proposing to begin a program to repair and rehabilitate the facilities of the Department as part of his Stewardship agenda.

"My goal is to leave the land and the agencies in better condition than they were at the time I accepted office."

Manuel Lujan, Jr.
July 1989

Maintaining Infrastructure--"Legacy 99" will begin a long-term effort to substantially reduce the backlog of rehabilitation projects, including the repair of unsafe dams and the clean up of hazardous materials, and to begin to increase maintenance programs in order to improve the condition of facilities by 1999, the 150th anniversary of the Department of the Interior.

For the National Park Service an increase of $48.9 million over the 1990 post-sequester level is being requested in the "Operation of the National Park System" and "Construction" appropriations for maintenance and hazardous materials programs as follows:

	Total Request	Increase over 1990
Operational Maintenance	$239.9 million	+$15.5 million
Regional Maintenance Programs	$62.7 million	+$8.4 million
Hazardous Materials Program	$14.0 million	+$10.0 million
Dam Safety	$3.9 million	+$2.9 million
Rehabilitation (Construction)	$43.7 million	+$12.1 million
Total	$364.2 million	+$48.9 million

General Statement

Other important initiatives of the Department and the National Park Service include the following:

Take Pride in America

The Department encourages volunteer stewardship in a variety of ways, including the national Take Pride in America campaign. Take Pride reaches out to millions of Americans through its national awards program, grassroots activities, and public service annouincements. The campaign's message is simple: America's natural resources belong to all of us, and we have a responsibility to leave them in better condition for future generations. For the National Park Service a total of $0.3 million is being proposed for Take Pride in America, an increase of $0.3 million over the base. This would base fund a national public awareness campaign designed to encourage wise use of the National Park System.

Excellence in Education

Interior supports the President's goal of raising the standard of education in America. In addition to Indian education programs, the Department has a variety of non-Indian education initiatives that include activities in support of elementary, secondary, and post-secondary school programs as well as programs for the general public regarding the Nation's natural resources. For the Park Service, a total of $76.5 million is being proposed for the excellence in education effort, an increase of $3.9 million over the base program. The types of activities carried out by the Park Service include increased funding for park interpretation programs, educational outreach programs and interpretive efforts designed to commemorate the quincentennial of the first voyage of Christopher Columbus.

Women and Minorities

The goal of the Department is to involve women and minorities, especially at management levels, as program participants in an effort to reach beyond minimum equal opportunity requirements. Interior bureaus are continually seeking ways to enhance the recruitment, training, and advancement within the Department of women and minorities, particularly in such critical professional areas as engineering, science, accounting and computer programming. For the Park Service a total of $0.5 million is being proposed for the women and minorities effort. With this funding the Park Service will expand its efforts to meet established goals of involving women and minorities at management levels beyond minimum equal opportunity levels.

Volunteerism

Each day thousands of citizens volunteer their time, labor, and expertise on behalf of America's 750 million acres of public lands and of other Department of Interior programs. The Department and its bureaus encourage volunteer stewardship throughout the country--including in parks, refuges, around reservoirs and rivers, on Indian reservations, and on multiple-use lands. For the National Park Service a total of $1.25 million is being proposed for the

General Statement

volunteerism effort, an increase of $0.5 million over the base program. This funding will provide for a major expansion in the use of volunteers in a wide array of activities and projects that aid park operations, visitor services, and resources management.

War on Drugs

The Department of the Interior has an important role as part of the President's War on drugs. Interior bureaus are involved in stopping narcotics at the border, eliminating marijuana growth and trafficking on public lands and educating everyone, especially our youth, about the danger of drug use. The Secretary issued a statement this year outlining the three areas in which the Department of the Interior can make significant contributions to the National Drug Control Strategy--eradication, interdiction, and education. For the National Park Service a total of $12.3 million is being proposed for the war on drugs effort, an increase of $6.4 over the base program. The types of activities carried out by the National Park Service will include increased enforcement activities by park rangers and Park Police, development of a Servicewide Criminal Incident reporting system to monitor drug and other criminal incidents, and purchase of a twin-engine Park Police helicopter.

The highlights of the budget of the National Park Service by appropriation are as follows:

Operation of the National Park System

At the $830.8 million level for "Operation of the National Park System" (ONPS), the principal operating account, the 1991 budget request represents a $63.0 million increase from the 1990 enacted (post-sequestration) amount. In this appropriation are major increases for the "America the Beautiful"-Legacy 99 program, Maintaining Infrastructure--"Legacy 99," the other Departmental initiatives previously discussed, global climate change research, and important operational increases that are independent of these other initiatives.

"America the Beautiful"--Legacy 99 (+$9.0 million): To strengthen and improve resources management, to bring science and research to bear on resource problems, and to improve recreation opportunities, funding increases are proposed for Geographic Information Systems (+$0.9 million), the Regional Science Program (+$3.9 million), the Natural Resource Preservation Program (+$2.5 million), Water Resources Research and Studies (+$0.7 million), and Presidio general management planning (+$1.0 million).

Maintaining Infrastructure--"Legacy 99" (+$31.1 million): To strengthen the infrastructure of the Park Service and begin a long-term program to repair and rehabilitate its facilities, funding increases are proposed for Operational Maintenance (+$15.5 million), Cyclic Maintenance and Repair and Rehabilitation Programs (+$8.4 million), and Hazardous Materials Program (+$7.2 million).

General Statement

Special Initiatives (+$13.5): Funding increases are proposed for the Volunteers-in-Parks program (+$0.5 million), Take Pride in America Program (+$0.3 million), Women and Minorities Initiative (+$0.5 million), Excellence in Education Initiative (+$3.9), and the War on Drugs (+$6.4 million). Funding to correct material weaknesses (+$1.9 million) in property management, curatorial cataloging and storage, and to provide an internal control coordinator is also included here.

Global climate change research (+$3.0 million): To establish a base for ongoing research on global climate change using parks as natural laboratories to detect changes and impacts on biotic systems and their genetic resources, a funding increase of +$3.0 million is requested. This increase includes funds for Departmentwide studies.

Park operational increases (+$18.8 million): To strengthen park operations, funding is requested for 13 new parks (+$4.7 million), for 26 expanding parks (+$6.3 million), and for 99 parks that have experienced an erosion in the purchasing power of their base funding (+$7.8 million). Some park operational increases are also included under other initiatives such as Maintaining Infrastructure--"Legacy 99" (+$11.2 million) and Excellence in Education (+$2.6 million).

There is also an increase for fixed costs (+$2.8 million), primarily space and telecommunication costs. Offsetting decreases are for ending a portion of the Yellowstone Fire Rehabilitation Program (-$1.6 million), eliminating or reducing Federal support to 11 statutory areas outside the National Park System (-$5.9 million), decreasing International Park Affairs programs and activities (-$0.5 million), reducing support to Visitor Transportation Systems and Performing Arts in Washington, D.C. (-$1.1 million), and for other minor reductions and adjustments (-$2.5 million).

National Recreation and Preservation Programs

The 1991 request for "National Recreation and Preservation" is $10.1 million, a reduction of -$5.8 million from the enacted, post-sequestration funding for this appropriation. This account is used to fund a broad range of activities related to outdoor recreation planning, technical assistance to State and local governments, environmental compliance, and natural resource and historic preservation, primarily for resources outside of the Park System. Funding for River and Trails Conservation Programs (State and Local Conservation Technical Assistance, Rails-to-Trails Program, Trails Inventory, Rivers Inventory and National Trails System Program) would not continue, and funding is reduced for various cultural resource protection projects and for the Recreation Data Collection and Surplus Property Programs.

Construction

The 1991 request for "Construction" is $99.8 million. Although this is a decrease of $97.6 million from the 1990 enacted, post-sequestration level, it is still the largest construction request since 1983. Moreover it represents an increase over FY 1990 funding for similar types of projects. It is comprised of two major components: projects related to the "America the Beautiful"--Legacy

General Statement

99 Program and projects which are part of the Maintaining Infrastructure--"Legacy 99" initiative. Through the Infrastructure--"Legacy 99" initiative, funding is proposed for construction rehabilitation ($43.7 million), dam safety program ($3.9 million), and the Hazardous Materials Program ($6.8 million). For the "America the Beautiful" program, funding is proposed for planning and construction ($45.4 million) to help protect resources and/or enhance recreation opportunities. This represents and increase of +$16.1 million over similar types of projects enacted in FY 1990.

John F. Kennedy Center for the Performing Arts

The 1991 request to support the performing arts operations and garage repairs at the John F. Kennedy Center for the Performing Arts is $8.1 million. Funding for the second year of garage repairs is $3.0 million, a reduction of $1.0 million from the amount provided for repair of the garage in 1990.

Land Acquisition

As part of the "America the Beautiful" program, a total of $80.2 million is requested for the "Land Acquisition" appropriation to acquire land, make emergency and hardship acquisitions, and to pay deficiency awards. This is $9.2 million over the 1990 amount for Federal acquisition. The request will allow for acquisition of land at ten locations for the preservation of resources and to enhance recreation opportunities. The requested amount provides funds to administer State Grants awarded in previous years, but does not request grants-in-aid to States.

Historic Preservation Fund

This first request to fund this appropriation since FY 1982 provides for grants to States ($28.9 million) and to the National Trust ($4.8 million). It also provides an increase of $1.9 million for grants to States and the National Historic Trust. No funds are requested for the Bicentennial Lighthouse Fund since its authorization ends in FY 1990 (-$1.0 million).

Illinois and Michigan Canal National Heritage Corridor Commission

No funding is requested to support the Illinois and Michigan Canal National Heritage Corridor Commission as funding is more appropriately provided through non-Federal sources for this purpose.

DEPARTMENT OF THE INTERIOR

STATEMENT OF RECEIPTS COLLECTED AND REPORTED BY THE NATIONAL PARK SERVICE
(in thousands of dollars)

	1989 actual	1990 estimate	1991 estimate
TO THE GENERAL FUND OF THE U. S. TREASURY			
Fees and other charges for program administrative services (almost entirely for processing requests for Tax Act certification of rehabilitation of historic properties)..	861	861	861
Concessioner fees*.....	0	11,092	11,092
Sale of timber, wildlife and other natural land products, not otherwise classified....	45	45	45
Sale of publications and reproductions, not otherwise classified.....	0	0	0
Total reported by NPS to the general fund....	906	11,998	11,998
TO SPECIAL FUND RECEIPT ACCOUNTS			
Recreation entrance and use fees**.....	51,254	52,500	56,000
Visitor facilities fund (Concessioner fees)*	11,092	0	0
Rents and charges for quarters.....	8,795	8,795	8,795
Miscellaneous trust funds.....	13,300	4,960	4,008
Miscellaneous permanent appropriations:			
From recreation fees designated by law for:			
Educational expenses, children of employees, Yellowstone National Park...	515	590	590
Payment for tax losses on land acquired for Grand Teton National Park.....	39	39	39
Other Miscellaneous perm. appropriations...	348	351	351
Land and water conservation fund:			
Surplus property sales.....	1	1	1
Total reported by NPS to special accounts....	85,344	67,236	69,784
GRAND TOTAL REPORTED BY NPS.....	86,250	79,234	81,782

*After FY 1989, concessioner fees go into the general fund instead of the VFF.
**FY 1990 and 1991 recreation fee receipt estimates were revised too late to be included in the printing of the President's Budget.

NATIONAL PARK SERVICE
SUMMARY OF APPROPRIATIONS, REVENUES, AND VISITS

Fiscal Year	Appropriations a/				Revenues		Total Recorded Visits
	Operating Programs	Grants and Assistance Programs	Acquisitions, Planning and Development	Total	General Fund	Special Fund	
1980	404,096,000	3,494,000	127,400,000	534,990,000	6,131,750	14,956,369	294,582,280
1981(b)	471,801,000	210,217,000	186,504,000	868,522,000	6,731,000	16,161,000	327,348,000
1982	533,185,000	41,456,000	226,140,000(c)	800,781,000	7,717,000	17,814,000	331,455,176
1983	601,167,000	208,478,000	253,775,000	1,063,420,000	3,370,000	29,764,000	337,947,177
1984	625,997,000	112,770,000	204,062,000	942,829,000	103,000	36,067,000	328,392,400(2)
1985	645,732,000	103,146,000	205,467,000	954,345,000	961,000	49,598,000	347,221,086
1986(3)	627,288,000	74,926,000	141,803,000	844,017,000	1,549,000	49,150,000	352,155,500
1987	705,683,000	71,666,000	166,131,000	878,980,000	42,153,000(1)	28,649,000	370,982,172
1988	741,021,000	54,441,000	162,942,000	958,404,000	1,123,000	76,073,000(4)	371,489,100
1989(actual)	799,531,000	59,479,000	218,916,000	1,077,926,000	906,000	85,344,000	354,937,100(6)(est)
1990(est)(3)	785,388,000	60,386,000	347,407,000	1,193,181,000	11,998,000(5)	67,236,000(5)	359,875,800
1991(est)	835,333,000	35,689,000	157,383,000	1,028,405,000	11,998,000	69,784,000	364,520,600

a/ Adjusted to include supplementals, rescissions and transfers. Permanent appropriations, trust funds, and quarters are not included.

b/ Heritage Conservation and Recreation Service appropriations merged with National Park Service in May 1981.

c/ Land and Water Conservation Fund transferred to National Park Service from Heritage Conservation and Recreation Service beginning in 1981. Amounts do not include the yearly $30,000,000 of contract authority or land acquisition.

1/ Changes in appropriation language by Congress authorized the National Park Service to establish increased entrance fees in 1987 and directed that all revenues from these fees be deposited in the General Fund.

2/ The 1984 figure for total visits reflects a change in counting methodology at Golden Gate National Recreation Area and Rock Creek Park that resulted in a decrease of approximately 14 million in the total recorded visits.

3/ Gramm-Rudman-Hollings reductions are included.

4/ Legislation in fiscal year 1988 provides for the deposit of all recreation fee revenues into a special fund for use by the National Park Service.

5/ Beginning with FY 1990, concessioner fees will be placed in the General Fund instead of a special fund.

6/ The change from 1988 to 1989 results primarily from changes in statistical counting procedures at Assateague, Blue Ridge Parkway, George Washington Parkway, Gulf Islands, Lincoln Memorial, Natchez Trace Parkway, and Vietnam Veterans Memorial. Corrections procedures in these areas resulted in an artificial drop of 17.3 million visits. Hurricane Hugo and the San Francisco earthquake resulted in decreases of another 0.3 million visits. Had these changes and events not occurred, visits in 1989 would have shown a 10.3 percent increase over 1988.

Appropriation Summary Statement

National Park Service

Appropriation: Operation of the National Park System

The National Park Service contains 355 areas which cover 79.8 million acres of land. Parks are located in 49 States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, Samoa, and the Northern Marinas. These parks have in common their national significance as determined by the Congress and the President. They have been established to protect and preserve for all Americans the cultural and natural heritage of this country. This appropriation includes funds to operate individual units of the National Park System and provides for planning and administrative support for the System as a whole. The principal funded activities include:

1. Park Management: This activity covers the management and supervision of park areas; maintenance of buildings and other facilities required to accommodate visitor use, as well as to protect the Government's investment; interpretive programs to enhance the visitors' park experience; law enforcement to protect the visitors' well-being and reduce vandalism and other destruction to park resources; and resources management necessary for the protection and preservation of the unique natural, cultural, and historical features in the National Park System. In 1991, a portion of this activity is contained within the "America the Beautiful" initiative.

2. Forest Fire Suppression and Presuppression: This activity provides for the suppression and emergency presuppression of wild fires, for the rehabilitation of burned areas to conserve resources, and for the protection of park visitors. Beginning in 1990, funding for the activity will be appropriated to the Bureau of Land Management and allocated to the National Park Service. Funding for Forest Fire Suppression and Presuppression is presented within the Park Service Budget only as an informational entry.

3. Park, Recreation and Wilderness Planning: This activity provides for studies, investigations, and planning programs to support and direct the overall development and management of park areas and to protect and manage water resources. In 1991, a portion of this activity is contained within the "America the Beautiful" initiative.

4. Statutory or Contractual Aid: Under this activity, the Service provides financial or other assistance in the planning, development or operation of natural, historical, cultural or recreation areas not managed by the National Park Service.

5. General Administration: This activity covers administrative support functions in the Washington and Regional Offices, GSA space rental, executive direction, ADP services, payments to the Employees' Compensation Fund, unemployment payments to former personnel, and public affairs activities.

Appropriation Summary Statement/Operation of the National Park System

Major changes from the base level for 1991 include:

Park Management: (+$39,836,000; +487 FTE's)

The net increase for Park Management is a combination of increases and decreases which are distributed by function as follows:

Management of Park Areas, +$1,115,000: +23 FTE's; Concessions Management, +$78,000: +2 FTE's; Interpretation and Visitor Services, +$2,769,000: +69 FTE's; Visitor Protection and Safety, +$4,658,000: +79 FTE's; United States Park Police, +$3,277,000: +11 FTE's; Maintenance, +23,399,000: +238 FTE's; Resorces Management, +$4,490,000: +65 FTE's; International Park Affairs -$450,000; and Volunteers-in-Parks, +$500,000.

Within these amounts, the Service proposes to focus on three major areas: (1) "Legacy 99," an eight-year Departmentwide program designed to maintain, repair and rehabilitate the facilities for which the various bureaus are responsible; (2) an initiative to increase funding at the park base level; and (3) a series of initiatives proposed by the Secretary of Interior, including Excellence in Education, the War on Drugs, and Volunteers-in-Parks Program. In addition, funding is requested outside of the National Park Service request for "America the Beautiful," a major environmental initiative proposed by President Bush to strengthen and preserve the Nation's resources.

The additional amount requested under the "Legacy 99" program within Park Management is $24,999,000 and 238 FTE's. Components of the initiative include increases for the Regional Maintenance programs (+$6,641,000), park operational maintenance (+$11,158,000: +236 FTE's), and the non-construction portion of the Hazardous Waste Program (+$7,200,000: +2 FTE's).

At the park level, an additional $18,782,000 and 407 FTE's are requested. This amount includes the $11.2 million and 236 FTE's for the park operational maintenance component, which is mentioned above under the "Legacy 99" program. The park increases fall in three general areas: newly established park units (+$4,642,000: +86 FTE's); park areas with expanding responsibilities (+$6,327,000: +139 FTE's); and generally small and medium park units whose base budget has gradually eroded over time due to the rising cost of doing business (+$7,813,000: +182 FTE's).

The third focus of the fiscal year 1991 request is a series of initiatives proposed by Secretary of Interior Lujan. Excellence in Education encompasses funding for park interpretive programs (+$2,573,000: +69 FTE's - also included in the $18.8 million park level increases referenced above), nationwide education outreach and environmental education programs (+$780,000), and support activities to commemorate the quincentennial of the first voyage of Christopher Columbus (+$500,000). All told, the Excellence in Education initiative increases base funding by $3.9 million. Additional funding is proposed in 1991 for expansion of the Volunteers-in-Parks Program (+$500,000).

Funds are also requested to enhance drug enforcement operations and monitoring in units of the System (+$6,427,000: +57 FTE's), continuing the role of the Service in the President's War on Drugs.

A limited number of other increases are proposed for 1991. Additional resources are requested to accommodate research associated with global climate change (+$3,000,000: +26 FTE's). Another proposal would address weaknesses associated with cultural artifact storage, with a goal to increase accountability and protection (+$1,600,000).

Reductions proposed for fiscal year 1991 include support for various international park efforts (-$450,000), support for the Steel Industry Task Force (-$200,000) and the National Institute for Conservation of Cultural Property (-$500,000), one-time requirements associated with support for the National Council on Traditional Arts (-$35,000); some of the additional funding provided in 1990 for Alaska mining and minerals review (-$250,000), one-time funds associated with rehabilitation of facilities damaged in the Yellowstone Fire of 1988 (-$1,600,000), some support for the performing arts in the Washington, D.C. area (-$584,000), and funds programmed to support some visitor transportation systems in the parks (-$500,000). Funds provided in 1990 for study of the impact of aircraft overflight of parks are not requested (-$750,000), but instead will be continued with funding of $1.4 million requested within the "America the Beautiful" initiative for the Servicewide Natural Resources Preservation Program. Other reductions include funding for the Boise Interagency Fire Center, which is now funded entirely within the Bureau of Land Management "Firefighting" appropriation (-$467,000: -5 FTE), and a technical adjustment made to programs associated with the "America the Beautiful" initiative to reflect the 1990 sequestration level before the calculation of program increases (-$258,000).

Since fiscal year 1988, all National Park Service recreation fee revenues have been deposited into a special Treasury account for use by the Service in the next fiscal year, contingent on appropriation. For fiscal year 1991, the Service anticipates that $52,500,000 will be available from the special fee account.

Park, Recreation and Wilderness Planning: (-$40,000)

A small decrease is proposed for this activity in 1991. Functionally, the decrease resides in the Water Resources Studies subactivity (-$40,000) and is a technical adjustment made to programs affected by the "America the Beautiful" initiative to reflect the 1990 sequestration level before the calculation of program increases.

Statutory or Contractual Aid: (+$5,911; -2 FTE's)

The net decrease for Statutory or Contractual Aid is a combination of one increase and several decreases. An increase in funding is included for the Roosevelt Campobello International Park Commission (+$28,000). This increase

will allow the United States to match the amount anticipated to be provided by the Canadian government in 1990. Operating costs are shared equally by the United States and Canada.

Reductions in funding support are proposed for Mary McLeod Bethune National Historic Site (-$33,000); the Martin Luther King, Jr., Center for Nonviolent Social Change (-$351,000); the Johnstown Flood Museum (-$500,000); James Garfield National Historic Site (-$500,000); the Harding Memorial and Tomb (-$455,000); Blackstone River Corridor Commission (-$325,000, -2 FTE's); Delaware and Lehigh Canal Commission (-$350,000); the Native Hawaiian Culture and Arts Program (-$1,800,000); the National Constitution Center (-$250,000); the Heritage Preservation Commission (-$200,000); Fisk University (-$1,000,000); and the city of Wheeling, West Virginia (-$175,000), since these activities are more appropriately funded by non-Federal sources.

General Administration: (+$3,849,000; +1 FTE)

Increases are proposed for the following subactivities: Central Office Administration, +$881,000: +1 FTE; Regional Office Administration, +$171,000; Automated Data Processing, +$934,000; Servicewide Administrative Support, +$311,000; GSA Space Rental, +$1,302,000; and Executive Direction, +$250,000.

Two additional Secretarial initiatives are contained within this activity. These initiatives address the Take Pride in America program and the expansion of affirmative action efforts for women and minorities. Additional funds are proposed to increase the Service participation for the Take Pride in America program (+$311,000). This program is a grassroots effort to raise public awareness of the responsibility we all share for America's irreplaceable natural resources. Programs designed to increase involvement of women and minority employees in management of the Service are also proposed for expansion (+$500,000). Interior's goal is to reach beyond minimum equal oppportunity requirements for women and minorities.

Another major thrust for 1991 is a proposal to provide enhanced computer infrastructure support thorough the development of a telecommunications network linking parks, Regional Offices, Service Centers, Headquarters and other existing Park Service computing environments such as the Boise Interagency Fire Center (+$900,000). The National Park Service is the only large Department of the Interior Bureau without a dedicated telecommunications infrastructure.

Other increases included for 1991 are increased costs associated with the implementation of a new property control system (+$200,000); funding and staff to establish an internal audit control position (+$50,000: +1 FTE) which will coordinate and monitor efforts directed towards the correction of identified material weaknesses within the National Park Service; restoration of adminstrative funds reduced by Congress in 1990 (+$586,000); and funds for new GSA Space Rental requirements (+$1,302,000).

Appropriation Language

Operation of the National Park System

For expenses necessary for the management, operation, and maintenance of areas and facilities administered by the National Park Service (including special road maintenance service to trucking permittees on a reimbursable basis), and for the general administration of the National Park Service, including not to exceed [$464,000] $492,000 for the Roosevelt Campobello International Park Commission and [not less than $1,000,000 for high priority projects within the scope of the approved budget which shall be carried out by Youth Conservation Corps as if authorized by the act of August 13, 1970, as amended by Public Law 93-408, $778,419,000] $1,250,000 for the Volunteers-in-Parks program, $821,805,000 without regard to the act of August 24, 1912, as amended (16 U.S.C. 451), of which not to exceed [$55,500,000] $52,500,000 1/ to remain available until expended is to be derived from the special fee account established pursuant to title V, section 5201, of Public Law 100-203: Provided, That the National Park Service shall not enter into future concessionaire contracts, including renewals, that do not include a termination for cause clause that provides for possible extinguishment of possessory interests excluding depreciated book value of concessionaire investments without compensation: [Provided further, That of the funds provided herein, $500,000 is available for the National Institute for the Conservation of Cultural Property: Provided further, That $85,000 shall be available to assist the town of Harpers Ferry, West Virginia, for police force use: Provided further, That the National Park Service shall prepare an Environmental Impact Statement in full compliance with the National Environmental Policy Act of 1969 that evaluates alternative levels of development within the Appalachian Trail corridor between the Shrewsbury-Mendon town line, on the south, and the junction of the Appalachian and Long Trails north of Sherburne Pass, on the north, in Rutland County, Vermont: Provided further, That negotiations shall be suspended for any land acquisitions or easements in the study area and no acquisitions or easements in the study area shall be executed until 60 calendar days after the final Environmental Impact Statement is filed: Provided further, That the Secretary of the Interior shall take no action to give force or effect or implement in any manner the easement signed January 19, 1989, between the National Park Service and Killington, Ltd., Inc., until 60 calendar days after the final Environmental Impact Statement is filed]. (5 U.S.C. 1, 1a-5, 1b, 1c, 3, 7a-e, 8b, 8d, 17j-2, 17k-1, 17n, 18f, 18g, 47-2, 431-433, 461-467, 590a, 590f, 594, 1281c, 4601-3, 469c, 470, 2501; 43 U.S.C. 620 (g); Act of July 7, 1964 (78 Stat. 299); Act of September 3, 1964 (78 Stat. 890); Public Law 96-344 (Department of the Interior and Related Agencies Appropriations Act, 1990.)

1/ Changes made too late to be included in the printing of the President's Budget.

Justification of Proposed Language Changes

Operation of the National Park System

1. Addition: "$1,250,000 for the Volunteers-in-Parks program"

The increased funding would allow requests to be filled from parks for the Volunteers-in-Parks Program, which have been exceeding fund availability for the past few years.

2. Deletions: "[not less than $1,000,000 for high priority projects within the scope of the approved budget which shall be carried out by Youth Conservation Corps as if authorized by the act of August 13, 1970, as amended by Public Law 93-408]"

"[Provided further, That of the funds provided herein, $500,000 is available for the National Institute for the Conservation of Cultural Property;]"

"[Provided further, That $85,000 shall be available to assist the town of Harpers Ferry, West Virginia, for police force use]"

"[Provided further, That the National Park Service shall prepare an Environmental Impact Statement in full compliance with the National Environmental Policy Act of 1969 that evaluates alternative levels of development within the Appalachian Trail corridor between the Shrewsbury-Mendon town line, on the south, and the junction of the Appalachian and Long Trails north of Sherburne Pass, on the north, in Rutland County, Vermont;]"

"[Provided further, That negotiations shall be suspended for any land acquisitions or easements in the study area and no acquisitions or easements in the study area shall be executed until 60 calendar days after the final Environmental Impact Statement is filed;]"

"[Provided further, That the Secretary of the Interior shall take no action to give force or effect or implement in any manner the easement signed January 19, 1989, between the National Park Service and Killington, Ltd. Inc., until 60 calendar days after the final Environmental Impact Statement is filed;]"

These provisions have accomplished their purpose and are no longer required.

Appropriation Language Citations

National Park Service

Appropriation: Operation of the National Park System

Appropriation language and citations:

1. For expenses necessary for the management, operation, and maintenance of areas and facilities administered by the National Park Service.

   5 U.S.C. 5901-5903; 16 U.S.C. 1, 1b, 1c, 3, 7a-e, 8b, 8d, 17j2, 18f, 18g, 47-2, 421-433, 461-467, 594, 1281c; 43 U.S.C. 620g.

The code citations provide authority for the establishment of the National Park Service and describe the functions and responsibilities bestowed upon the Service.

5 U.S.C. 5901-5903 provides a uniform allowance for employees of the National Park Service.

16 U.S.C. 1, 1b, 1c, 3, 7a-e, 8b, 8d, 17j2, 18f, 18g, 47-2, 431-433, 461- 467, 590a, 590f, 594, 1281c: (1) provides for the creation of the National Park Service and describes its functions; (2) provides for the granting of privileges, leases, and permits for the use of the land for the accommodation of visitors in the various parks, monuments, or other reservations; (3) provides for maintenance of National Park approach roads, (4) provides for recruitment, training and acceptance of volunteers for visitor services in areas administered by the National Park Service; (5) provides for the President to declare by public proclamation historic landmarks, structures, and other objects to be national monuments; (6) provides for the Secretary of the Interior to acquire property, restore, reconstruct, rehabilitate, preserve, and maintain historic or prehistoric sites, buildings, objects, and properties of national historical or archeological significance; (7) to provide for any component of the National Wild and Scenic Rivers System that is administered by the National Park Service to become part of the National Park System. 43 U.S.C. 620(g) provides, in connection with the development of the Colorado River storage project and of participating projects, for authorization to investigate, plan, construct, operate, and maintain public recreational facilities on lands withdrawn or acquired for the development of said projects, and to conserve the scenery, the natural, historic, and archeological objects, and the wildlife on said lands, and to provide for public use and enjoyment of the same and of water areas created by these projects.

2. (including special road maintenance service to trucking permittees on a reimbursable basis)

Appropriations language citations/operation of the National Park System

No specific authority

This provision was inserted into the appropriation language in the 1954 fiscal year budget. It stemmed from an emergency need that developed during 1952 at Big Bend National Park, Texas. The road system at Big Bend became a transit for the heavy trucking of ore for defense purposes between Boquillas, Mexico, and the nearest railroad at Marathon, Texas. The weight, size, and capacity of the trucks being used were far beyond that for which the park road system was designed. As a result, the additional cost for maintenance and repair was far in excess of our available road maintenance funds. To meet this emergency, the Defense Materials Procurement Agency made available the sum of $100,000 to rehabilitate and strengthen the road, with the understanding that the National Park Service would subsequently maintain all sections of it, such maintenance to be financed by reimbursement from the trucking permittees at a rate of $.2 per mile.

3. and for the general administration of the National Park Service,

16 U.S.C. 1, 1b, 1c, 3

This provision is proposed because of the desire of Congress to collect an agency's administrative expenses in one appropriation. The General Administration activity under the "Operation of the National Park System" appropriation includes administrative costs relating to programs funded in the "Construction," "National Recreation and Preservation," "John F. Kennedy Center for the Performing Arts," "Historic Preservation Fund," and "Urban Park and Recreation Fund" appropriations.

4. including not to exceed $_____ for the Roosevelt Campobello International Park Commission

P.L. 88-363 (78 Stat. 299)

P.L. 88-363 (78 Stat. 299) provides the establishment of the Roosevelt Campobello International Park commission and defines the powers of the commission and the commitments of the United States to the agreement. It authorizes appropriation to the Department of the Interior without fiscal year limitation such sums as may be necessary for the purposes of this act. Article 11 of the agreement with the Government of Canada signed January 22, 1964, provides that the governments of the United States and Canada shall share equally the costs of developing and the annual cost of operating and maintaining the Roosevelt Campobello International Park.

5. and $1,250,000 for the Volunteers-in-the-Park program,

16 U.S.C. 18g-18j

This provision provides a ceiling in the program to recruit, train, and accept volunteers for services to visitors in areas administered by the National Park Service.

Appropriations language citations/operation of the National Park System

6. $_____ without regard to the Act of August 24, 1912, as amended (16 U.S.C. 451):

16 U.S.C. 451

16 U.S.C. provides a limitation of $3,000 for construction of any building in any national park except under express authority of Congress.

7. of which not to exceed $_____ to remain available until expended is to be derived from the special account established pursuants to title 7, section 5201, of Public Law 100-203:

Title V, Section 5201, Public Law 100-203

This provision allows the Park Service to expend fiscal year 1989 fee revenue in fiscal year 1990 and thereafter in accordance with the provisions of the authorizing legislation.

8. Provided, That the Park Service shall not enter into future concessionaire contracts, including renewals, that do not include a termination for cause clause that provides for possible extinguishment of possessory interests excluding depreciated book value of concessionaire investments without compensation:

No specific authority

This provision was inserted into the appropriation language in the 1981 fiscal year budget by the Congress as a result of its interest and concern in concessionaire contracting.

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Summary of Requirements

Appropriation: Operation of the National Park System

(Dollar Amounts in thousands)

	FTE	Amount	FTE	Amount
Appropriation enacted, 1990			15,591	778,419
Reduction Pursuant to P.L. 99-177				(10,615)
Adjusted Appropriation, 1990			15,591	767,804
ADJUSTMENTS TO BASE:				
Adjustment for 1990 Impact of P.L. 99-177	—	10,615		
Adjustment for Administrative Efficiency	—	(6,108)		
Adjustment for Staffing Efficiency	(69)	(3,202)		
Additional Cost in 1991 for the 1991 Pay Raise	—	5,724		
Adjustment for Workers Compensation Payments	—	658		
Adjustment for Unemployment Compensation Payments	—	(1,000)		
Adjustment for Rental Payments to GSA	—	1,047		
Adjustment for CSRS/FERS Retirement System	—	4,426		
Adjustment for Departmental Working Capital Fund	—	(6)		
Adjustment for Federal Financial System	—	1,000		
Adjustment for One Additional Paid Day in FY 1991	—	1,711		
Adjustment for Park Police Pension Fund	—	800		
Adjustment for Postage	—	400		
Adjustment for Drug Free Workplace	—	202		
Transfer of Watershed Study Funds:				
to: Park Recreation and Wilderness Activity (Water Resources Studies Subactivity)	—	395		
from: Park Management Activity (Resource Management Subactivity)	—	(395)		
Transfer of FERS Retirement Costs:				
to: Park Management Activity	—	986		
from: General Administration Activity	—	(986)		
Total adjustments			(69)	16,267
FY 1991 BASE BUDGET			15,522	784,071
Program Changes (Changes to base budget, detailed below)			486	37,734
TOTAL REQUIREMENTS (FY 1991 Estimate)			16,008	821,805
Proposed Law: America the Beautiful			[29]	[8,999]
Total, Current and Proposed Law			[16,037]	[830,804]

Comparison by activities/ subactivities	FY 1989 Actual FTE	FY 1989 Actual Amount	FY 1990 Enacted to Date FTE	FY 1990 Enacted to Date Amount	P.L. 99-177 Reduction Amount	FY 1990 Adjusted Approp. Amount	FY 1991 Base FTE	FY 1991 Base Amount	FY 1991 Estimate FTE	FY 1991 Estimate Amount	Inc./(Dec.) from FY 1990 Appropriation FTE	Inc./(Dec.) from FY 1990 Appropriation Amount	Inc./(Dec.) from FY 1990 Adjusted Appropriation	Inc./(Dec.) from FY 1991 Base FTE	Inc./(Dec.) from FY 1991 Base Amount
Park Management:															
Management of Park Areas	1,902	79,600	2,057	74,062	(1,010)	73,052	2,033	74,572	2,056	75,687	(1)	1,625	2,635	23	1,115
Concessions Management	123	4,972	123	5,050	(69)	4,981	123	5,082	125	5,160	2	110	179	2	78
Interpretation and Visitor Services	2,169	83,619	2,228	76,114	(1,038)	75,076	2,221	76,674	2,290	79,443	62	3,329	4,367	69	2,769
Visitor Protection and Safety	2,400	64,496	2,265	67,635	(922)	66,713	2,258	68,216	2,337	72,874	72	5,239	6,161	79	4,658
United States Park Police	756	37,391	776	42,041	(573)	41,468	776	43,039	787	46,316	11	4,275	4,848	11	3,277
Maintenance	4,971	259,087	4,981	280,883	(3,831)	277,052	4,957	282,171	5,195	305,570	214	24,687	28,518	238	23,399
Resources Management	1,983	111,839	2,020	127,030	(1,732)	125,298	2,013	127,111	2,078	131,601	58	4,571	6,303	65	4,490
Proposed Law: America the Beautiful									[10]	[7,283]	[10]	[7,283]	[7,283]	[10]	[7,283]
Total, Resources Management									[2,096]	[138,884]	[76]	[11,854]	[13,586]	[83]	[11,773]
Informational Publications	24	4,455	24	4,441	(61)	4,380	24	4,447	24	4,447	--	6	67	--	--
International Park Affairs	14	889	12	932	(13)	919	12	934	12	484	--	(448)	(435)	--	(450)
Volunteers-in-Parks	--	734	--	750	(10)	740	--	750	--	1,250	--	500	510	--	500
Subtotal, Current Law	14,342	647,082	14,486	678,938	(9,259)	669,679	14,417	682,996	14,904	722,832	418	43,894	53,153	487	39,836
Subtotal, Proposed Law									[10]	[7,283]	[10]	[7,283]	[7,283]	[10]	[7,283]
Total, Current and Porposed Law									[14,922]	[730,115]	[436]	[51,177]	[60,436]	[505]	[47,119]
Forest Fire Suppression and Presuppression:	--	47,962	--	--	--	--	--	--	--	--	--	--	--	--	--
Park, Recreation and Wilderness Planning:															
Water Resources Studies	13	2,788	13	2,929	(40)	2,889	13	3,324	13	3,284	--	355	395	--	(40)
Proposed Law: America the Beautiful									[5]	[716]	[5]	[716]	[716]	[5]	[716]
Total, Water Resource Studies									[18]	[4,000]	[5]	[1,071]	[1,111]	[5]	[676]

Comparison by activities/ subactivities	FY 1989 Actual FTE	FY 1989 Actual Amount	FY 1990 Enacted to Date FTE	FY 1990 Enacted to Date Amount	P.L. 99-177 Reduction Amount	FY 1990 Adjusted Approp. Amount	FY 1991 Base FTE	FY 1991 Base Amount	FY 1991 Estimate FTE	FY 1991 Estimate Amount	Inc./(Dec.) from FY 1990 Appropriation FTE	Inc./(Dec.) from FY 1990 Appropriation Amount	Inc./(Dec.) from FY 1990 Adjusted Appropriation	Inc./(Dec.) from FY 1991 Base FTE	Inc./(Dec.) from FY 1991 Base Amount
Park, Recreation and Wilderness Planning: (Continued)															
General Management Plans	36	2,130	36	2,719	(37)	2,682	36	2,723	36	2,723	--	4	41	--	--
Proposed Law: America the Beautiful									[6]	[1,000]	[6]	[1,000]	[1,000]	[6]	[1,000]
Total, General Management Plans									[42]	[3,723]	[6]	[1,004]	[1,041]	[6]	[1,000]
Subtotal	49	4,918	49	5,648	(77)	5,571	49	6,047	49	6,007	--	359	436	0	(40)
Subtotal, Proposed Law									[11]	[1,716]	[11]	[1,716]	[1,716]	[11]	[1,716]
Total, Current and Proposed Law									[60]	[7,723]	[11]	[2,075]	[2,152]	[11]	[1,676]
Statutory or Contractual Aid:															
Roosevelt Campobello Park	--	442	--	464	(6)	458	--	464	--	492	--	28	34	--	28
Ice Age National Scientific Reserve	--	573	--	573	(8)	565	--	573	--	573	--	--	8	--	--
Lowell Historic Preservation Commission	14	562	14	562	(8)	554	14	561	14	561	--	(1)	7	--	--
Mary McLeod Bethune NHS	--	232	--	232	(3)	229	--	232	--	199	--	(33)	(30)	--	(33)
Martin Luther King, Jr., Center for Nonviolent Social Change	--	550	--	550	(7)	543	--	550	--	199	--	(351)	(344)	--	(351)
William McKinley Tomb	--	545	--	--	--	--	--	--	--	--	--	--	--	--	0
Johnstown Flood Museum	--	1,650	--	500	(7)	493	--	500	--	--	--	(500)	(493)	--	(500)
Blackstone River Corridor Commission	2	325	2	325	(4)	321	2	325	--	--	(2)	(325)	(321)	(2)	(325)
Native Hawaiian Culture and Arts Program	--	1,600	--	1,800	(25)	1,775	--	1,800	--	--	--	(1,800)	(1,775)	--	(1,800)
Fort Lincoln	--	2,000	--	--	--	--	--	--	--	--	--	--	--	--	--
Sloss Furnace	--	250	--	--	--	--	--	--	--	--	--	--	--	--	--
James Garfield NHS	--	--	--	500	(7)	493	--	500	--	--	--	(500)	(493)	--	(500)
Harding Memorial and Tomb	--	--	--	455	(6)	449	--	455	--	--	--	(455)	(449)	--	(455)
Delaware and Lehigh Navigation Canal	--	--	--	350	(5)	345	--	350	--	--	--	(350)	(345)	--	(350)
National Constitution Center	--	--	--	250	(3)	247	--	250	--	--	--	(250)	(247)	--	(250)
Heritage Preservation Commission	--	--	--	200	(3)	197	--	200	--	--	--	(200)	(197)	--	(200)
Fisk University	--	--	--	1,000	(14)	986	--	1,000	--	--	--	(1,000)	(986)	--	(1,000)
Wheeling, West Virginia	--	--	--	175	(2)	173	--	175	--	--	--	(175)	(173)	--	(175)
Subtotal	16	8,729	16	7,936	(108)	7,828	16	7,935	14	2,024	(2)	(5,912)	(5,804)	(2)	(5,911)

Comparison by activities/ subactivities	FY 1989 Actual FTE	FY 1989 Actual Amount	FY 1990 Enacted to Date FTE	FY 1990 Enacted to Date Amount	P.L. 99-177 Reduction Amount	FY 1990 Adjusted Approp. Amount	FY 1991 Base FTE	FY 1991 Base Amount	FY 1991 Estimate FTE	FY 1991 Estimate Amount	Inc./(Dec.) from FY 1990 Appropriation FTE	Inc./(Dec.) from FY 1990 Appropriation Amount	Inc./(Dec.) from FY 1990 Adjusted Appropriation	Inc./(Dec.) from FY 1991 Base FTE	Inc./(Dec.) from FY 1991 Base Amount
General Administration:															
Central Office	293	10,453	293	9,826	(123)	8,903	293	8,682	294	9,563	1	537	660	1	881
Regional Office	385	15,067	385	15,265	(208)	15,057	385	14,813	385	14,984	--	(281)	(73)	--	171
Automatic Data Processing	75	7,803	75	9,259	(126)	9,133	75	10,170	75	11,104	--	1,845	1,971	--	934
Servicewide Administrative Support	--	9,940	--	10,550	(144)	10,406	--	11,146	--	11,457	--	907	1,051	--	311
General Services	--	415	--	390	(5)	385	--	390	--	390	--	--	5	--	--
Employees' Compensation Payments	--	6,826	--	7,717	(105)	7,612	--	8,375	--	8,375	--	658	763	--	--
Unemployment Compensation	--	6,912	--	8,350	(114)	8,236	--	7,350	--	7,350	--	(1,000)	(886)	--	--
GSA Space Rental	--	16,473	--	16,626	(227)	16,399	--	17,673	--	18,975	--	2,349	2,576	--	1,302
Executive Direction	144	7,210	144	6,772	(93)	6,679	144	6,602	144	6,852	--	80	173	--	250
Public Affairs	43	1,714	43	1,942	(26)	1,916	43	1,892	43	1,892	--	(50)	(24)	--	--
Subtotal	940	82,813	940	85,897	(1,171)	84,726	940	87,093	941	90,942	1	5,045	6,216	1	3,849
Special Summer Programs	100	--	100	--	--	--	100	--	100	--	--	--	--	--	--
Total, Operation of the National Park System	15,447	791,504	15,591	778,419	(10,615)	767,804	15,522	784,071	16,008	821,805	417	43,386	54,001	486	37,734
Total, Proposed Law									[29]	[8,999]	[29]	[8,999]	[8,999]	[29]	[8,999]
Total, Current and Proposed Law									[16,037]	[830,804]	[446]	[52,385]	[63,000]	[515]	[46,733]

Justification of Adjustments to Base

National Park Service

	FTE	($000) Amount
Appropriation: Operation of the National Park System		
Adjustment for 1990 Effect of P.L. 99-177	--	+10,615

The Balanced Budget and Emergency Deficit Control Act of 1985 (P.L. 99-177, as amended) required a reduction in non-exempt programs in FY 1990. Since the reduction applies to FY 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from FY 1990 to FY 1991.

CSRS/FERS Retirement Costs	--	+4,426

The adjustment is for the increase in estimated retirement costs resulting from the continuing growth in the relative proportion of FERS employees in the National Park Service work force.

Transfer of FERS Funding Provided in the General Administration Activity in FY 1990 to the Park Management Activity for FY 1991

Park Management	--	+986
General Administration	--	-986

The proposed adjustment would provide a more accurate presentation by budget activity and subactivity of the costs incurred for the Federal Employees' Retirement System (FERS). Funds totaling $2,000,000 were provided by Congress in FY 1990 under the General Administration activity. This proposed transfer, in conjunction with the distribution of an additional $4,426,000 in funding requested for retirement costs, would allow a more realistic display of these costs by budget activity and subactivity in the FY 1991 Budget Justifications.

Rental Payments to GSA	--	+1,047

The adjustment is for increased costs payable to GSA resulting from higher rates for office and non-office space.

Workers' Compensation Payments	--	+658

The adjustment is for increased costs for compensation to injured employees to be paid to the Department of Labor, Federal Employees' Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.

Departmental Working Capital Fund.....	--	-6

The adjustment is for decreased costs assigned to the National Park Service for administrative services provided on a Departmentwide basis.

Drug Free Workplace.....	--	+202

The adjustment is for increased costs of fostering a drug free workplace.

Unemployment Compensation payments.....	--	-1,000

The adjustment is for decreased costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees' Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499.

One More Paid Day in FY 1991.....	--	+1,711

The increase in personnel compensation results from there being one more paid day in FY 1991 than in FY 1990.

Postage Costs.....	--	+400

The adjustment is for increased costs as a result of a rate increase anticipated in 1991.

Pension Payments, United States Park Police.....	--	+800

The adjustment is to provide for the cost of United States Park Police officers retiring in 1991, which will create an additional net requirement of $800,000 for the United States Park Police Pension Fund.

Federal Financial System.....	--	+1,000

The adjustment is for incremental costs of implementing and operating the Department's standard administrative accounting system, the Federal Financial System (FFS).

Additional cost in 1991 of the 1991 pay raise.....	--	+5,724

The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount $4,379 is for the general schedule pay and $1,345 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in FY 1991.

Adjustment for Administrative Efficiency.....	--	-6,108

The Department is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by approximately 5 percent to improve administrative efficiency and place greater priority on 1991 program initiatives. Specific reductions are proposed in the following areas:

Consultants.....	-$595
Travel.....	-1,166
Overtime.....	-529
Supplies.....	-2,456
Equipment.....	-1,362
Total.....	-6,108

Adjustment for Staffing Efficiency.....	-69	-3,202

Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:

Average Grade.....	-$1,418	
Lapse.....	-1,784	-69 FTE
Total.....	-3,202	-69 FTE

Transfer of Watershed Study Funds from the Park Management Activity, Resources Management Subactivity to the Park, Recreation and Wilderness Activity, Water Resources Studies Subactivity:

Water Resources.....	--	+395
Resources Management.....	--	-395

The proposed adjustment would provide a more consistent accounting of water resource-related costs. Currently, some studies to determine the effect of acid deposition on watersheds are shown under the resources management subactivity.

Total.....	-69	+16,267

NATIONAL PARK SERVICE
Analysis by Subactivity

Activity: Park Management

(Dollars in thousands)

Subactivity	FY 1989 Estimate	FY 1990 Enacted to Date	FY 1990 Adjusted Appn.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Management of Park Areas	$79,600	$74,062	$73,052	$74,572	$75,687	$1,115
Concessions Management	4,972	5,050	4,981	5,082	5,160	78
Interpretation and Visitor Services	83,619	76,114	75,076	76,674	79,443	2,769
Visitor Protection and Safety	64,496	67,635	66,713	68,216	72,874	4,658
United States Park Police	37,391	42,041	41,468	43,039	46,316	3,277
Maintenance	259,087	280,883	277,052	282,171	305,570	23,399
Resources Management	111,839	127,030	125,298	127,111	131,601	4,490
Informational Publications	4,455	4,441	4,380	4,447	4,447	0
International Park Affairs	889	932	919	934	484	(450)
Volunteers-in-Parks	734	750	740	750	1,250	500
Subtotal	$647,082	$678,938	$669,679	$682,996	$722,832	$39,836

Justification of Program and Performance

Activity: Park Management
Subactivity: Management of Park Areas

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Management of Park Areas	($)	74,062	73,052	74,572	75,687	+1,115
	(FTE)	(2,057)	(2,057)	(2,033)	(2,056)	(+23)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Management of Park Areas	74,062	-1,010	73,052

The reduction to this subactivity will include lapsing some vacant positions and deferring employee training, travel, meetings, and supplies and equipment purchases.

Authorization

16 U.S.C. 1 The National Park Service Organic Act
16 U.S.C. 1241 - 1249 The National Trails System Act

Objectives

To manage parks so that resources are protected, visitors served, and applicable regulations are observed.

Base Program

1. In-Park Management and Administration..... $55,608 1,928 FTE

The Service uses the funding in this program to pay for management and administration in support of the planned, day-to-day operations involving maintenance, resources management, and protection in park areas. On-site management overview and support functions are carried out by the Park Superintendent and an administrative staff and include financial and budget administration, personnel recruitment, staffing, and employer-employee relations management, supply purchases and formal contracting for goods and services, and other related assistance. In a small park, the administrative staff might be limited to a Secretary or an Administrative Clerk where a good deal of assistance in park administrative support functions is usually provided by a regional or central group office. Most larger parks,

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however, have their own full-service administrative staffs which can include an Administrative Officer, Procurement and Personnel Assistants, and other administrative specialists who are capable of carrying out all of the above duties with limited assistance from Regional Offices. The type and size of a park administrative staff are governed by the acreage, number of personnel, management complexity, visitation, and the facilities and resources inventory of the park. The large number of seasonals hired and the amount of goods and services purchased locally mean that support in purchasing and personnel is usually needed in larger parks.

2. Employee Development Program..... $2,929 34 FTE

This program includes operating costs for the Horace M. Albright and Stephen T. Mather Training Centers, the Service's share of costs at the Federal Law Enforcement Training Center, salaries and support costs for the Washington Office Employee Development Division, and actual course expenses for training in law enforcement, resources management, maintenance, administration and other subject areas relevant to park management. The program consists of over 150 courses, workshops, seminars, and other training situations offered annually involving approximately 200,000 hours of instruction for 4,000 participants. For fiscal year 1990, the Servicewide program staff will continue developing specialized training for employees to meet increasing technological advances, and will begin developing entry level skills enhancement training for new employees.

3. Illinois and Michigan Canal National Heritage Corridor Management Planning and Assistance..... $151 2 FTE

Section 112 of Public Law 98-398, the Illinois and Michigan Canal National Heritage Corridor Act of 1984, requires the Secretary of the Interior to accomplish specific duties in support of the Illinois and Michigan Canal National Heritage Corridor Commission with regard to the management and interpretation of the corridor. The Service has detailed two employees, an historic architect and an interpreter, to assist the commission in carrying out the requirements of the law. These employees work closely with State and local governments to provide various types of interpretive services for visitors to the corridor, to accomplish thematic historical research, and to provide assistance to local property owners on preservation techniques. The law states that National Park Service planning and assistance are to continue until such time as it is determined that the duties of the Commission have been fulfilled.

Park Management/Management of Park Areas

4. Student Conservation Program..... $622 -- FTE

Funds for this program provide Federal support to the Student Conservation Association, a non profit nationwide organization which recruits and places high school and college age student volunteers in National Park Service areas. The students undertake conservation projects or assist park staffs in a variety of resource management, visitor services, and maintenance work. Approximately 700 students are placed in the parks each year through this program and the value of the work performed exceeds one and a half million dollars annually. Funds added to the program for fiscal year 1990 will allow for the placement of five additional high school age work groups of about 40 students, and 12 additional college age resource assistants.

5. Quarters Management Program..... $245 3 FTE

This program provides Servicewide policy direction for the rental and management of 5,070 National Park Service furnished quarters. The program is conducted in accordance with Public Law 88-459, Public Law 89-554, OMB Circulars A-18, A-25, and A-45, Interior Property Management Regulations, and the Departmental Quarters Handbook. The Washington Office develops guidelines and provides overall management of the National Park Service Government Furnished Quarters Program, directs and monitors the rate appraisals and adjustment process, coordinates the Director's approval for quarters, directs and monitors the Regional Survey Rental Rate Program, administers the Consumer Price Index adjustment process, and maintains the Register of Required Occupancy. Rate comparability appraisal surveys are scheduled by the Department of the Interior and are conducted by private appraisers. Regional Quarters Officers are responsible for informing park managers who apply the rates and adjustments to individual units and handle the assignment of quarters to tenants. The Washington Office staff is also responsible for the overall direction and evaluation of the Employee Housing Initiative which is described in the Emergency, Unscheduled, and Housing Projects activity in the "Construction" appropriation.

6. Planning and Compliance Activities..... $2,166 52 FTE

Staff in the Regional and Washington Offices perform a variety of planning and compliance functions relating to overall park management. Planning activities center on coordinating and assisting with the preparation of General Management Plans, Statements for Management, Resource Management Plans, and other similar documents. Compliance activities are undertaken to ensure that the National Park Service complies with various environmental statutes for NPS proposed actions. This usually involves the preparation of an Environmental Impact Statement or an Environmental Assessment. Personnel and funds for this program are distributed Servicewide as follows:

Park Management/Management of Park Areas

Region	Amount	FTE
Alaska	$147	3
Mid-Atlantic	237	7
Midwest	275	5
National Capital	90	--
North Atlantic	313	8
Pacific Northwest	70	2
Rocky Mountain	390	12
Southeast	151	4
Southwest	119	4
Western	167	3
Total, Regional Offices	1,959	48
Washington Office	207	4
Total	2,166	52

7. Appalachian Trail Project Office..... $685 5 FTE

Approximately 2,000 miles of this scenic trail follow the Appalachian Mountains though 13 States from Mount Katahdin, Maine to Springer Mountain, Georgia. Budgeted funds are used to operate the Appalachian Trail Project Office in Harpers Ferry, West Virginia, which provides overall coordination of the Appalachian Trail for the National Park Service. The principal functions of this office include:

1. Oversight and coordination of the management of the Appalachian National Scenic Trail;
2. Oversight, monitoring, and coordination of land protection activities;
3. Establishment and coordination of the cooperative management program with the U.S. Forest Service, State agencies and local trail clubs;
4. Staff support for the Appalachian National Scenic Trail Advisory Council; and
5. Completion of boundary surveys for recently acquired tracts.

8. Public Use Analysis and Reports Program..... $313 9 FTE

The former Statistical Assistance Program is renamed to more accurately reflect the scope and content of this work. Monthly visitor use data from 319 urban and rural area parks are collected, edited, analyzed, and sent to park managers showing national, regional and seasonal trends and projections in recreation visits, visitor days, backcountry use, tent camping, recreation vehicle volume, and concessions overnight stays. These annual, quarterly, and monthly reports are circulated by the Department of Commerce, U.S. Travel Data Center, and other agencies to both the public and private sectors as indicators of demand and consumption of recreation goods and services. The reports are produced by a staff in Denver, Colorado, and are available within 30 days of data collection. They are used for many different applications such as budget formulation and facility sizing decisions, and assist planners by providing public

use, population, and economics data. Procedural audits are conducted at 30 areas a year and parks are assisted with sample surveys of visitor activities to identify park markets and verify report content.

9. Emergencies: Storms, Floods, and Structural Fires.... $3,175 -- FTE

During the course of a typical operating year, a number of parks sustain damage due to natural causes, such as severe storms, floods, structural fires, hurricanes, and earthquakes. Funds budgeted under this item are used to cover such contingencies so that operating funds do not have to be diverted from ongoing and essential park programs. Typical of the emergency repair projects funded from this program include the stabilization of 4 1/2 miles of the Bright Angel Trail at Grand Canyon National Park which was damaged by a 3 1/2 inch rainfall and consequent run off in August, 1989. Cost to repair the trail totalled $109,000. In May 1989, a heavy rainstorm caused severe damage to the parking lot at Glen Echo Park in Maryland. A total of $103,000 was made available to fund the immediate cleanup, repair and stabilization of the area.

10. National Trails System ..... $400 -- FTE

The Service has direct management responsibility for eleven Congressionally mandated long-distance trails of the National Trails System; five National Scenic and six National Historic Trails. Funding in this program represents the initial steps of management planning, interpretive planning, and resources inventory that will guide these units towards future operational status. During fiscal year 1989, interpretive and management planning was begun for North Country and Lewis and Clark Trails, resources and historic assessments were undertaken at Oregon and Mormon Pioneer Trails, and signs and interpretive materials were developed for Overmountain Victory Trail. National Trail System management projects planned for fiscal year 1990 include development of a long-distance trails management policy, establishment of an administrative office for three trails (North Country, Lewis and Clark, and Ice Age), development of an interpretive prospectus for the Santa Fe Trail and interpretive materials for Natchez Trace Trail, and further research on threatened resources along the Oregon Trail. Among the projects planned for fiscal year 1991 are the placement of additional signs, brochure preparation, and cooperative agreements for Lewis and Clark Trail, the commemoration of the 150th anniversary of the Oregon Trail, additional exhibit development for Trail of Tears and Overmountain Victory Trails, and continued publication of the quarterly newsletter Pathways.

The program is conducted at the Regional Office level with Washington Office oversight and assistance. Personnel conducting the program are provided from other programs and offices within available FTE levels. The eleven National Trail System units under direct National Park Service stewardship are:

Appalachian National Scenic Trail
Ice Age National Scenic Trail

Park Management/Management of Park Areas

Lewis and Clark National Historic Trail
Mormon Pioneer National Historic Trail
Natchez Trace National Scenic Trail
North Country National Scenic Trail
Oregon National Historic Trail
Overmountain Victory National Historic Trail
Potomac Heritage National Scenic Trail
Santa Fe National Historic Trail
Trail of Tears National Historic Trail

Appalachian, Natchez Trace, and Potomac Heritage National Scenic Trails have also been designated units of the National Park System. These trails, along with Ice Age National Scenic Trail and Oregon and Santa Fe National Historic Trails, are funded for initial operations elsewhere in the Park Management activity.

11. Incidental Personnel Expenses..... $7,968 -- FTE

These funds cover employee transfer costs, lump sum leave and severance payments, and incentive awards to meritorious employees.

Employee Transfer Costs In recent years, employee transfer costs have increased significantly. This has been caused primarily by the relocation assistance program, though significant increases in moving costs, mileage and per diem rates have contributed as well. Each Region budgets a specific amount for employee transfer costs. However, annual costs are very difficult to predict since there can be enormous differences in the costs of transfers. An employee transfer requiring no relocation assistance, involving no family or long-distance moving costs may cost only a few hundred dollars. In contrast, a single move across country, involving a family and relocation assistance can cost $50,000 or more. To ensure that the costs of transferring an employee do not influence the employee selection process, the Regionwide account is used to cover all transfers. If these funds are exhausted in the course of the year, the Regional Director will redirect funds from other programs to ensure that park managers are able to select the best qualified employee regardless of transfer costs.

Lump Sum Leave and Severance Payments Employees who leave Federal service are entitled to lump sum payments for the amount of annual leave that has been earned but not used. Some employees are entitled to severance pay if they are involuntarily removed from Federal service under certain conditions. Lump sum and severance payments for permanent employees are paid from special Regionwide accounts under this category. Payments for other than permanent employees are paid from other Regional or park accounts from which the employee's salary was paid.

Incentive Awards Incentive award payments are made to employees and paid from Regionwide accounts under this category for suggestions, inventions, or other contributions beyond the expected scope of the employee's normal duties which significantly reduce costs or improve operations.

Park Management/Management of Park Areas

12. Steel Industry Heritage Task Force..... $ 200 -- FTE

The Pittsburgh steel industry has made a significant contribution to American labor history, industrial and technological history, and associated industries (railroad, automobile, and aviation) which have formed the economic and social core of western Pennsylvania. In fiscal year 1989, funds were provided by Congress for technical and planning assistance for the Steel Industry Hertiage Task Force Final Action Plan. Funding provided in fiscal year 1990 will be used to complete the plan.

13. National Council for the Traditional Arts..... $ 110 -- FTE

The Service has had a cooperative agreement with the National Council for the Traditional Arts for nineteen years. The Council provides technical assistance to plan programs for new parks, conduct ethnographic studies, organize exhibits, train park personnel, and organize interpretive and educational events in 35 parks. Additional funding provided by Congress for fiscal year 1990 will be used to expand programs in the participating parks.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	74,572	75,687	+1,115
(FTE)	(2,033)	(2,056)	(+23)

1. Provide Increased Operational Funding to New Park Areas... $761 15 FTE

These park units were authorized during 1987, 1988, and 1989. The amounts represent the startup requirements in funding and staffing within this budget subactivity. Increases in funds and positions for Management of Park Areas, described in the section entitled "Analysis of Special Park Increases," are requested for the following new park areas:

Park Area	Amount	FTE-T
El Malpais National Monument, New Mexico	18	1
Jimmy Carter National Historic Site, Georgia	8	--
Mississippi National River and Recreation Area, Minnesota	150	4
Poverty Point National Monument, Louisiana	70	2
Presidio, California	380	4
Steamtown National Historic Site, Pennsylvania	10	--
Ulysses S. Grant National Historic Site, Missouri	50	2
Zuni-Cibola National Historical Park, New Mexico	75	2
Total, New Areas	$761	15

Park Management/Management of Park Areas

2. Provide Increased Operational Funding to Developing or Expanding Park Areas..... $225 4 FTE

These park units have accrued significant new responsibilities that are currently unfunded. The new requirements are a result of development funded from the "Construction" appropriation, the acquisition of new lands within an existing park, or new legislative mandates and program direction. The amounts represent the funding and staffing necessary within this budget subactivity to meet the new responsibilities. Increases in funds and positions for Management of Park Areas, described in the section entitled "Analysis of Special Park Increases," are requested for the following developing or expanding areas:

Park Area	Amount	FTE-T
Allegheny Portage Railroad National Historic Site, Pennsylvania	15	--
Fossil Butte National Monument, Wyoming	10	--
Statue of Liberty and Ellis Island National Monuments, New York	200	4
Total, Developing or Expanding Areas	$225	4

3. Provide Increased Operational Funding to Reduce Eroding Park Operating Bases..... $364 4 FTE

These park units have suffered a gradual erosion of the park operating base due to inflationary increases in areas other than personnel compensation. Rising costs of utilities, equipment, contractual services, and supplies and materials have combined to force park management to eliminate or defer other park tasks and visitor services to meet these required needs. The amounts represent the funding and staffing necessary within this budget subactivity to provide a more reasonable operating base for park units. Increases in funds and positions for Management of Park Areas to help reduce the erosion of park operating bases, described in the section entitled "Analysis of Special Park Increases," are requested for the following park areas:

Park Area	Amount	FTE-T
Appomattox Court House National Historical Park, Virginia	30	--
Assateague Island National Seashore, Virgina-Maryland	20	--
Bighorn Canyon National Recreation Area, Montana-Wyoming	20	--
Crater Lake National Park, Oregon	25	--
Fort Smith National Historic Site, Arkansas-Oklahoma	26	--
Haleakala National Park, Hawaii	15	1
Hampton National Historic Site, Maryland	10	--
Herbert Hoover National Historic Site, Iowa	20	--

Park Management/Management of Park Areas

Hopewell Furnace National Historic Site, Pennsylvania	5	--
Klondike Gold Rush National Historical Park, Alaska	19	1
Maggie L. Walker National Historic Site, Virgina	17	1
Manassas National Battlefield Park, Virginia	7	--
Pea Ridge National Military Park, Arkansas	26	--
Petersburg National Battlefield, Virginia	17	--
Pictured Rocks National Lakeshore, Michigan	20	--
Sagamore Hill National Historic Site, New York	10	--
Saugus Iron Works National Historic Site, Massachusetts	16	--
Saint Croix National Scenic Riverway, Wisconsin-Minnesota	14	--
Tonto National Monument, Arizona	12	1
Tumacacori National Monument, Arizona	15	--
Zion National Park, Utah	20	--
Total, Eroding Park Operating Bases	$364	4

4. Steel Industry Heritage Task Force..... -$200 -- FTE

Funding provided by Congress in fiscal year 1990 will be used to complete the Final Action Plan for the Task Force. Additional funding will not be needed in fiscal year 1991.

5. National Council for the Traditional Arts..... -$35 -- FTE

Additional funding over the amount available in the base for this program was provided by Congress in fiscal year 1990 to increase the number of parks and programs served by the Council. The Administration believes that the amount provided to the Council annually is sufficient to conduct the programs and services in the participating parks and that an expansion of the program can be deferred to a later time when the Federal budget situation has improved, and when basic operations requirements of park units, particularly new and expanding parks, have been fulfilled.

Distribution of change by object class

The object class detail for the proposed $1,115,000 increase and 23 FTE's is as follows:

	FTE	Amount
Personnel services	+23	+$668,000
Personnel benefits		+129,000
Travel of persons		+25,000
Transportation of persons and things		+135,000
Printing and reproduction		+10,000
Other services		+52,000
Supplies and materials		+81,000
Equipment		+15,000
Total	+23	+$1,115,000

Justification of Program and Performance

Activity: Park Management
Subactivity: Concessions Management

(Dollar amounts in thousands)

Program Elements	FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Concessions ($)	5,050	4,981	5,082	5,160	78
Management (FTE)	(123)	(123)	(123)	(125)	(+2)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Concessions Management	5,050	-69	4,981

The reductions to this subactivity will include lapsing some vacant positions, reducing travel and the number of personnel attending meetings, deferring planned supply purchases, and deferring renewal of equipment maintenance contracts.

Authorization

16 U.S.C. 1 The National Park Service Organic Act
16 U.S.C. 20 - 20g The National Park Concessions Policies Act of 1965

Objectives

The National Park Service is responsible for conducting a program to: (1) encourage and enable private persons and corporations (concessioners) to provide and operate facilities and services which are deemed necessary and appropriate for the accommodation of visitors in areas administered by the National Park Service; (2) ensure that concessioners provide quality facilities and services at reasonable rates; and (3) ensure a reasonable opportunity for the concessioner to realize a profit for its operation as a whole commensurate with the capital invested and obligations assumed.

Base Program

The Concessions Management program exists to satisfy a need for commercial services by the public for their enjoyment of the National Park System and to protect the best interest of the Government against unnecessary financial obligation. In many cases, parks are located in remote areas where lodging, food, gasoline, vehicle repairs, transportation, general merchandise, and other goods and services are not conveniently available. Thus, it becomes necessary to have concessioner operated facilities within park areas to provide such commercial services to the public. In order to provide

quality commercial services, the Service is stressing a business relationship between the National Park Service and its concessioners. The responsibilities of the National Park Service Concessions Management program include:

1. Assist other National Park Service disciplines and higher levels of management in determining what facilities and services are necessary and appropriate.

Appropriateness is determined by reviewing legislation, regulations, policies, and planning, environmental and cultural documents. If deemed appropriate by higher management, then marketing, economic feasibility, geographic and demographic studies are conducted. It is also necessary to have an understanding of the attractions, characteristics, and purpose of the area. Such studies may be solely concession oriented because of concession contract expiration dates, but are usually part of the overall planning process for a new area or an established area and included as part of a General Management Plan or Development Concept Planning study. Currently, studies are underway at more than 21 different parks. Concessions involvement may take 4 to 6 months a project, but at times, because of complexities and the size of the area, considerably more time is required. These projects are generally accomplished by the Branch of Concessions, Denver Service Center, with Washington Office overview.

2. Establishing Servicewide concession planning and design review to assure provision of necessary and appropriate concession facilities and services.

Policies and procedures have been developed for the renovation and construction of concession facilities to assure operational efficiencies, design standards, equipment requirements and space needs for various types of operations. The planning and design review should improve the quality and efficient service to park visitors. The workload required depends on the size and complexity of the project and includes several disciplines including public health and safety. The conceptional stage to the final design review could require several years and is usually accomplished at the Denver Service Center with input from parks and Regions.

3. Evaluating performance of concessioners' delivery of services and quality of facilities maintained.

The Concessioner Review program has been developed to assure that visitor services provided are safe, sanitary, and presented with a high degree of quality. The program also assures that concessioners meet the requirements pursuant to the concessions contract and/or permit.

The Concessioner Review program consists of two subprograms, the Operational Performance program, and the Contract Compliance program.

Park Management/Concessions Management

Operational Performance: The Operational Performance program assures that concessioner facilities and services are safe, sanitary, attractive, and provided at quality levels the park visitor expects from the private sector operating outside the park. The program provides consistency throughout the Service through published NPS operational standards for nearly all NPS concession facilities and services. It provides support to park management in identifying of deficiencies. Concessioners also benefit in that they have an independent measurement of performance. A standardized program assists park staff who may lack experience in the commercial services offered. The program also reduces visitor complaints.

Contract Compliance: This program, along with the Operational Performance program, provides the Service a valuable yardstick in determining whether a concessioner is truly satisfactory to the extent of meriting a statutory right of preference in contract renewal or in decisions to terminate for unsatisfactory service. The program outlines specific guidelines and procedures whereby the Park Superintendent can effectively determine, on an annual basis, the degree the concessioner is complying or not complying with the terms of its contract and/or permit.

The park is responsible for the direct execution of both the operational performance and contract compliance segments of the Concessioner Review program. The Operational Performance program is more demanding of field time than any other aspect of concessions. Each evaluation may consist of anywhere from three individual evaluations of a concessioner with a single facility to over 200 individual evaluations on an extensive operation. Every concessioner is annually reviewed on at least a limited basis. Approximately 4,000 individual inspections are needed annually for 561 concession operations within the National Park System and conservatively, 10,000 work-days a year are spent in conducting those inspections.

A program is underway to update all standards used in the evaluations. These reviews are being conducted with active participation by the concessioners who operate the particular service. In addition, other avenues are being explored to increase concessioner involvement in interpretive and visitor service activities without decreasing NPS involvement. The workload required for the Contract Compliance program depends on the terms and conditions stated in the concessioners' contract and/or permit. A review could require weeks. This review is a result of numerous hours spent throughout the year in reviewing contract requirements onsite for every authorization.

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4. Approving rates charged to the public for services offered based comparability as defined by law.

Field personnel are required to approve concessioner rates in accordance with the NPS Rate Approval program. The program is designed to assure that rates are comparable with those charged in the private sector and provides a consistent program among parks. A simple operation may require a few hours to complete a rate approval study, but a complex operation with multiple services and levels of services and accommodations may take weeks to complete. Generally, each concessioner's rates are approved once a year, and in some cases, more than once a year depending upon economic conditions. It is estimated that 2,500 work-days are spent on conducting rate approvals each year, generally by park personnel.

5. Analyzing financial data pertaining to concession activities including sales and franchise fees.

Approximately 500 concessioners submit annual financial statements which show the results of their operations. The financial statements are analyzed to ensure that the information submitted conforms to NPS requirements. In analyzing the financial statements, unusual increases or decreases are identified and investigated; computation of the franchise fees due to the Government and the exclusions taken are verified and the various operating expenses are compared to determine if they are in line with industry figures. Summary data, such as total sales, franchise fees, and net income, are compared with prior years to indicate various operating trends. For example, in 1988, concessioners had gross sales of about $500 million or a 6.6 percent increase from 1987 sales of about $469 million. Approximately 3 staff-years are expended in this area.

6. Providing economic analysis consistent with contracting and planning needs.

Pursuant to law, concessioners are entitled to a reasonable opportunity to make a profit on their operations. Therefore, concession contracts, including length of contract, franchise fees, and required investment must be based on an assessment of the economics of each situation. Good analysis makes possible better negotiation to obtain concessioner expenditures for life safety, rehabilitation and modernization, and makes management aware before establishment of marginal operations with attendant problems of quality and service. Depending on the size and complexity of a project, most economic feasibility studies are conducted through the Branch of Concessions, Denver Service Center, but may be conducted at the Washington, Regional, or park level. Approximately 6 staff-years are devoted to this activity.

7. Training of concessions personnel.

To meet the diversity of training needs of both NPS and concessioners, and to continue with the spirit of a team relationship, various ongoing training programs are conducted which are attended by both NPS personnel and concessioners. Concessioners attend at their own expense.

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Concessions training involves the development and execution of a program to provide concession-related skills to line management and staff whose duties require them to monitor concession operations on either a full-time or collateral basis. It also involves cross-training with safety and public health service personnel to ensure that these closely related disciplines function with concessions in a coordinated manner. The program also encompasses development of policy concerning concessioner training of their own employees in NPS oriented subjects. It provides central management and assignment of cooperative education students with particular emphasis on historically Black colleges.

8. Protecting the best interest of the public through effective concession contracting and overview of the Nationwide Concessions program.

To maintain consistency with law, policies, rules, and regulations, all long-term and/or high volume authorizations are reviewed by Washington Office Concessions staff. In addition, policies are reviewed and updated in order to assure that the needs of the visiting public and the Service are being adequately met. At the Regional and park level, the concessions staff assure that precontract and contract documents are written to reflect the intentions of the Service, particularly from planning documents, and that the identified service to the visitor is provided at reasonable rates.

As of November 1989, there were 561 concessioners operating in 126 parks. The number of concessioners fluctuates from month-to-month because of frequent changes in the number of concession permits. The above figure consists of 185 concession contracts and 376 concession permits. During fiscal year 1989, the Service collected $11.1 million of franchise fees from park concessioners. This is a slight decrease from the $11.2 million collected in 1988. Public Law 97-433 established the National Park Service Visitor Facilities Fund into which concessioner franchise fees were deposited. Monies appropriated from the Fund were used for the reconstruction, rehabilitation, replacement, relocation or the removal of Government-owned facilities used by concessioners. The Fund expired on September 30, 1989 and franchise fees will now go directly to the Treasury.

The 123 FTE's and base funds included in this program are located in Washington, D.C.; Regional Offices; park offices; and the Denver Service Center as shown below:

	Funds	FTE
Washington Office	$884,000	18
Denver Service Center	310,000	7
Regional Offices	1,619,000	38
Parks	2,269,000	60
Total	$5,082,000	123

Park Management/Concessions Management

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	5,082	5,160	+78
(FTE)	(123)	(125)	(+2)

Concessions Specialists for New and Developing Areas..... +$ 78 2 FTE

Increases in funds and positions for Concessions Management, described in the section entitled "Analysis of Special Park Increases," are requested for the following new and developing areas:

Park Area	Amount	FTE
Statue of Liberty and Ellis Island National Monuments, New York	58	1
Steamtown National Historic Site, Pennsylvania	20	1
Total, New and Developing Areas	$78	2

Distribution of change by object class

The object class detail for the proposed $78,000 increase and 2 FTE's is as follows:

Object Class	FTE	Amount
Personnel services	+2	+60,000
Personnel benefits		+11,000
Travel and transportation of persons		+2,000
Other services		+3,000
Supplies and materials		+2,000
Total	+2	+$78,000

Justification of Program and Performance

Activity: Park Management
Subactivity: Interpretation and Visitor Services

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Interpretation and Visitor Services	($)	76,114	75,076	76,674	79,443	+2,769
	(FTE)	(2,228)	(2,228)	(2,221)	(2,290)	(+69)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Interpretation and Visitor Services	76,114	-1,038	75,076

The reduction in this subactivity will consist of reducing or delaying seasonal personnel hires, reducing travel, postponing non-mandated training, postponing meetings, and delaying planned supplies and equipment purchases and equipment rental.

Authorization

16 U.S.C. The National Park Service Organic Act

Objectives

The objective of interpretation and visitor services in the National Park System is to make available to park visitors information, services, and programs designed to: (1) foster public understanding, appreciation, and support of national parks and their significant cultural, natural, and recreational values; (2) encourage and facilitate appropriate, safe, minimum impact use of the parks; and (3) promote public understanding and acceptance of the policies and management programs of the Service.

Base Program

The National Park Service is responsible for preserving and protecting the natural, cultural, and recreational resources within areas of the National Park System while at the same time allowing for public use, appreciation and enjoyment. Public use, however, constitutes a major impact on park resources and makes the achievement of a balance between resource preservation and public enjoyment challenging. In addition, visitors, while in the parks, are often in an unfamiliar and sometimes hazardous environment with a resulting high potential for accidents and injuries.

Park Management/Interpretation and Visitor Services

The information, orientation, and educational programs provided by the National Park Service are intended to promote appreciation and understanding and influence the park visitors' behavior. Interpretive personnel provide information to park visitors, prior to and during their visit, about the options open to them while visiting the park, including information on special situations, conditions, or regulations, and specific safety information regarding the particular park they are visiting. Interpretive programs also introduce visitors to the National Park Service and its mission, to the significance and value of the particular park they are visiting and the visitors' personal relationship to that resource. By making these services available to all park users, the visitor's experience of the resource is enhanced, visitor impact on the resource is decreased, as are visitor related accidents, and maintenance, protection, and resources management problems are also reduced. In many cases, interpretive programs provide the only contact visitors have with park personnel.

Personally conducted programs and services have been found to be the most effective means for imparting information and affecting visitor behavior in the parks. For that reason, the majority of services and programs available to park visitors through the interpretation and visitor services function are personally conducted by a professional staff of park rangers, naturalists, historians, archeologists, and interpretive technicians. These programs and services are specially designed to meet the above general program objectives, and include: staffed information and orientation stations; information and orientation talks; general interpretive talks and evening programs; guided tours through caves, archeological ruins, historic buildings, and fragile natural resources; interpretive demonstrations; special education programs; and offsite programs and services. The National Park Service staff also provide, operate, and maintain a variety of nonpersonal services, facilities, and programs for park visitors. These include information and orientation publications, self-guiding trails and tours, exhibits and audiovisual presentations.

The type of interpretive programs and visitor services offered in any particular area depends upon two factors: (1) the particular park resource involved, including how much visitor use it can withstand without being damaged; and (2) the types of actual or potential park visitors expected, their number and their needs. A special effort is made to provide for the needs of cross-cultural, international, and physically handicapped visitors.

During fiscal year 1989, a five-year plan for National Park System interpretation was developed to guide the direction of interpretive operations. Entitled, The Interpretive Challenge, the plan focuses on five areas of concern for National Park Service interpretation: **Professional Excellence** for interpretive employees and operations; **Evaluation** of the effectiveness of interpretive operations; enhancement of **Education** programs throughout the National Park System; better **Program Integration** with other agencies, community groups and partnerships; and more effective and enhanced interpretive **Media** programs in parks.

Park Management/Interpretation and Visitor Services

For the past year, parks, Regional Offices and the Washington Office have worked successfully together to carry out the components of The Interpretive Challenge. Increased interpretive program budgets in parks will be used to continue the plan, with special emphasis on educational endeavors. Other areas of interpretive program enhancement for fiscal year 1990 will include greater use of the assistance provided by the Volunteers-in Parks and Student Conservation Association programs, increased sales of educational materials through the Cooperating Associations with consequent increased contributions to Service interpretive efforts, and increased interpretive programming centered on Servicewide initiatives dealing with the preservation of biological diversity in National Park System areas.

Elements of the base program, and their estimated resource share, are:

1. General Information and Orientation Services..... $58,862 1,839 FTE

Basic interpretation and visitor services concentrate on ensuring that park visitors have a safe and enjoyable visit, preventing visitor related resource damage, developing an appreciation and understanding of the park values, and forming a positive relationship between park visitors and the mission of the National Park Service. The services consist of:

-- Orientation and information services provided through personally conducted talks, informal roving assignments, evening programs, uniformed personnel at visitor information stations and visitor centers, audiovisual presentations, and publications.

-- Personally conducted tours that cannot be self-guiding because of safety needs of visitors and security needs to prevent potential damage by visitors.

-- Self-guiding building tours, self-guiding trails, and exhibits.

2. Demonstrations..... $5,789 194 FTE

This program element consists of:

-- Living history programs, living farms, interpretive demonstrations, and other programs utilizing the creative and performing arts. Such activities strive for historical accuracy and high professional standards in order to present a realistic interpretation of historical events.

-- Demonstration or teaching by park staff of recreation skills, with particular emphasis on safety, emergency preparedness, and minimum resource impacts.

3. Formal Education Activities..... $709 24 FTE

This program element consists of:

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-- In-park, resource-based activities involving school children, adult education groups, and teachers using park study areas and other facilities to effectively enhance understanding of critical source issues and increase appreciation of the educational role of National Park Service resources.

-- Offsite programs given at schools and community organization facilities near parks to expand the role and involvement of citizens in the National Park System.

4. Harpers Ferry Center..... $7,129 164 FTE

Located in Harpers Ferry, West Virginia, this interpretive design center is responsible for the design and construction of audiovisual programs, museum and wayside exhibits, and traveling exhibits and shows. The Center is also responsible for the publication of posters, handbooks, and park folders (funded under the Informational Publication budget subactivity), the maintenance and rehabilitation of interpretive exhibits, and the preservation of valuable museum objects. Base funding for Center operations reflected under this subactivity is distributed as follows:

Function	Base Funding ($ in thousands)	FTE
Museum exhibit maintenance	536	21
Audiovisual exhibits and displays	1,178	31
Exhibit preservation and rehabilitation	4,174	89
Museum reference services	1,220	23
Training support	21	--
Total	7,129	164

5. In-park Transportation Systems..... $2,721 -- FTE

Currently, the National Park System operates visitor transportation systems in 12 areas. These systems improve visitor safety and enjoyment by reducing traffic and parking problems. They minimize visitor impacts on fragile natural resources, and help avoid costly improvements to roads and parking areas which would be required to safely accommodate heavy automobile use. Following are the 12 parks:

Park

Cape Cod National Seashore, Massachusetts
Carl Sandburg National Historic Site, North Carolina
Fort Matanzas National Monument, Florida
Denali National Park and Preserve, Alaska
Dinosaur National Monument, Colorado-Utah
Grand Canyon National Park, Arizona
Harpers Ferry National Historical Park, West Virginia
Kennesaw Mountain National Battlefield Park, Georgia

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Lyndon B. Johnson National Historical Park, Texas
North Cascades National Park, Washington
Redwood National Park, California
Rocky Mountain National Park, Colorado

Transportation services in 4 other parks are provided by concessioners.

6. Performing Arts Programs in the National Capital Area... $1,467 -- FTE

The Service's budget covers expenses for various performing arts activities in the National Capital area. Funded activities include:

	Base ($000's)
Capitol Hill concerts	285
Support for other concerts	50
Wolf Trap Farm Park program support and stagehands	608
Ford's Theatre program support	155
Ford's Theatre ushers	84
Carter Barron program support	35
Television coverage for the July 4th concert	250
Total	1,467

Increase from 1991 Base

	FY 1991 Base	FY 1991 Estimate	Increase
($)	76,674	79,443	+2,769
(FTE)	(2,221)	(2,290)	(+69)

1. Provide Increased Operational Funding to New Park Areas... $552 13 FTE

These park units were authorized from 1987 through 1989. The amounts requested represent the startup requirements in funding and staffing within this budget subactivity. Increases in funds and positions for Interpretation and Visitor Services, described in the section entitled "Analysis of Special Park Increases," are requested for the following new areas:

Park Area	Amount	FTE
Charles Pinckney National Historic Site, South Carolina	122	4
Jimmy Carter National Historic Site, Georgia	21	1
Natchez National Historical Park, Mississippi	110	37
Poverty Point National Monument, Louisiana	135	1
Steamtown National Historic Site, Pennsylvania	90	2
Ulysses S. Grant National Historic Site, Missouri	50	1
Zuni-Cibola National Historical Park, New Mexico	24	1
Total, New Park Areas	$552	13

Park Management/Interpretation and Visitor Services

2. Provide Increased Operational Funding to Developing or Expanding Park Areas..... $1,107 27 FTE

These park units have accrued significant new responsibilities that are currently unfunded. The new requirements are a result of development funded from the "Construction" appropriation, the acquisition of new lands within an existing park, or new legislative mandates and program direction. The amounts represent the funding and staffing necessary within this budget subactivity to meet the new responsibilities. Increases in funds and positions for Interpretation and Visitor Services, described in the section entitled "Analysis of Special Park Increases," are requested for the following developing or expanding areas:

Park Area	Amount	FTE
Allegheny Portage Railroad National Historic Site, Pennsylvania	55	2
Boston African-American National Historic Site, Massachusetts	60	--
Curecanti National Recreation Area, Colorado	45	2
Ellis Island National Monument, New York	339	4
Fort Clatsop National Memorial, Oregon	18	1
Fossil Butte National Monument, Wyoming	15	1
Grant-Kohrs Ranch National Historic Site, Montana	14	--
Kenai Fjords National Park, Alaska	46	1
Klondike Gold Rush National Historical Park, Alaska	70	2
Manassas National Battlefield Park, Virginia	7	--
Monocacy National Battlefield, Maryland	32	1
Pecos National Monument, New Mexico	17	--
Salem Maritime National Historic Site, Massachusetts	20	1
San Antonio Missions National Historical Park, Texas	239	7
Sitka National Historical Park, Alaska	40	2
Thomas Stone National Historic Site, Virginia	25	1
War in the Pacific National Historical Park, Guam	65	2
Total, Developing and Expanding Parks	$1,107	27

3. Provide Increased Operational Funding to Reduce Eroding Park Operating Bases..... $914 29 FTE

These park units have suffered a gradual erosion of the park operating base due to inflationary increases in areas other than personnel compensation. Rising costs of utilities, equipment, contractual services, and supplies and materials have combined to force park management to eliminate or defer other park tasks and visitor services to meet these required needs. The amounts represent the funding and staffing necessary within this budget subactivity to provide a more reasonable operating base for park units. Increases in funds and positions for Interpretation and Visitor Services to help reduce the erosion of park operating bases, described in the section entitled "Analysis of Special Park Increases," are requested for the following park areas:

Park Management/Interpretation and Visitor Services

Park Area	Amount	FTE
Adams National Historic Site, Massachusetts	26	2
Anchorage, Alaska Visitor Center	10	--
Antietam National Battlefield, Maryland	50	2
Arches National Park, Utah	75	2
Arkansas Post National Memorial, Arkansas	10	1
Bighorn Canyon National Recreation Area, Montana-Wyoming	16	1
Booker T. Washington National Monument, Virginia	36	--
Bryce Canyon National Park, Utah	75	--
Cape Krusenstern National Monument, Alaska	20	1
Craters of the Moon National Monument, Idaho	6	1
Denali National Park and Preserve, Alaska	25	1
Edison National Historic Site, New Jersey	50	2
Fairbanks, Alaska Visitor Center	10	--
Ford's Theatre National Historic Site, District of Columbia	15	1
Fort Davis National Historic Site, Texas	17	1
Fort Stanwix National Monument, New York	25	--
Fort Union National Monument, New Mexico	20	1
Fort Vancouver National Historic Site, Washington	32	2
Gettysburg National Military Park, Pennsylvania	14	--
Hampton National Historic Site, Maryland	25	1
Homestead National Monument of America, Nebraska	10	--
Hopewell Furnace National Historic Site, Pennsylvania	5	--
Hubbell Trading Post National Historic Site, Arizona	11	1
Kobuk Valley National Park, Alaska	10	--
Maggie L. Walker National Historic Site, Virginia	16	--
Manassas National Battlefield Park, Virginia	7	--
Martin Luther King, Jr. National Historic Site, Georgia	38	1
Minute Man National Historical Park, Massachusetts	25	2
Nez Perce National Historical Park, Idaho	12	1
Noatak National Preserve, Alaska	10	--
Pea Ridge National Military Park, Arkansas	22	--
Pipestone National Monument, Minnesota	3	--
President's Park, District of Columbia	65	3
Roger Williams National Memorial, Rhode Island	39	--
Sagamore Hill National Historic Site, New York	15	--
Saint Croix National Scenic Riverway, Wisconsin-Minnesota	20	--
San Juan Island National Historical Park, Washington	8	--
Saugus Iron Works National Historic Site, Massachusetts	12	1
Theodore Roosevelt Inaugural National Historic Site, New York	9	--
Theodore Roosevelt National Park, North Dakota	20	1
Total, Eroding Park Operating Bases	$914	29

4. Education Initiative..... +$ 780 -- FTE

The President and the Secretary have placed a high priority on the important role of education in ensuring the public's knowledge, appreciation, and support for the Department's resource management policies. A 1988 National

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Park Service document, The Interpretive Challenge, identifies education as one of the five major areas in which interpretive efforts need to be expanded in units of the National Park System. The document recommends expanding outreach programs to maximize learning opportunities in urban areas and promoting environmental/heritage educational programs.

A National Park Service Education Initiative Task Force recently met to outline the basic strategy to be used to implement the program. A report to the Director outlining implementation recommendations is being prepared and will be finalized in March of 1990. This Basic Strategy Outline will focus on methods to be employed in the training of education specialists to act between outside groups and park personnel to implement the program Servicewide, establishing criteria for the distribution of Education Initiative funds to parks, and the development of programs and materials.

To achieve the goals of this education initiative, the Service, utilizing the recommendations from the approved Basic Strategy Outline, would begin the planning during fiscal year 1991 for the following five important programs to be set in motion beginning in fiscal year 1992:

Outreach Programs: Outreach programs have proven to be effective in enriching the quality of urban life while building constituencies for park and environmental stewardship. This aspect of the education initiative would bring interpretive programs emphasizing park resources from the parks to neighboring local school systems and increase cooperative efforts with the private sector.

Educational Curriculum Development: Environmental and heritage educational curriculums to help the public understand and appreciate their dependence on, and interrelationships with, their environment and history will be developed for parks to use with local schools. The curriculum will focus upon ways in which schools can integrate local park natural and cultural resources into their established curriculum. Local park resources will be emphasized.

Educational Training Programs: Park personnel involved in the education initiative will receive special training in order to implement the program Servicewide.

Teacher Training Workshops: Local school system teachers will receive special training offered by the Service which will explain how their students can participate in and benefit from the Outreach and environmental/heritage programs.

Transportation of Children: Language contained in prior year appropriations bills has authorized the Service to provide, within available funds, up to $100,000 for the transportation of children into the parks for special educational and interpretive programs. The funds requested for transportation, as part of the education initiative, will provide a continuing budgeted amount for this purpose and will encourage a renewal of urban school student and faculty interest and involvement. Parks in the closest proximity to large urban areas and

school districts serving large numbers of school age children will receive this funding.

5. Columbus Quincentennial..... +$ 500 -- FTE

A significant increase in public interest and visitation is expected in numerous parks in 1992 in conjunction with the commemoration of the Columbus Quincentennial. The Service administers many historically important resources associated with the discovery of the Americas by European nations and their subsequent interactions with Native American cultures. A variety of special interpretive efforts is required to ensure that the Service is prepared for the increased visibility that the Quincentennial will generate, and that it is able to assume an appropriate role in the national and international commemorative events. The Service's Spanish Colonial Research Center in Albuquerque, New Mexico, will serve as the national focal point for the development of these special programs.

To prepare for these special events, the Service proposes a funding initiative to be undertaken in 1991 that will accomplish the following:

Interpretive Materials and Exhibits: The Service will provide interpretive materials and exhibits on Spanish Colonial history for parks with significant associated resources, including the production or rehabilitation of museum exhibits, audiovisual programs, interpretive signs, and wayside exhibits.

Interpretive Publications: The Service will produce appropriate publications for visitors on the Quincentennial that will include tour guides, maps, brochures, and handbooks. Ourdated handbooks and interpretive folders will be revised, and educational school packets on Spanish Colonial history will be distributed. Special emphasis will be placed on providing Spanish-language interpretive materials and educational packets.

6. In-Park Transportation Systems..... -$500 -- FTE

Visitor transportation systems operating in units of the National Park System provide a double benefit of easing visitor circulation and minimizing heavy use of park resources. However, these systems are expensive, averaging over $200,000 per park to operate annually. The Service, persuaded by the fact that there are currently four transportation systems being operated satisfactorily by concessioners, is convinced that some of the 12 park-operated systems could be entrusted to additional private interests with no decrease in visitor access or resource protection. A feasibility analysis to determine which systems could be assumed by park concessioners will be undertaken in 1990. A savings of $500,000, or roughly the equivalent of two or three of the 12 park systems to be privatized, is considered attainable.

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7. Performing Arts Programs in the National Capital Area.... -$584 -- FTE

In an effort to reduce spending in areas not directly related to the primary mission of the National Park Service, savings in expenditures for theatre arts and performances in park units in Washington, D.C. is proposed for fiscal year 1991. Any curtailment in the number of performances or lengths of performance seasons as a result of this reduction could be restored through public fund raising efforts.

Distribution of increase by object class:

The object class detail for the proposed $2,769,000 increase and 69 FTE's is as follows:

Object Class	FTE	Amount
Personnel services	+69	+$1,355,000
Personnel benefits		+176,000
Travel and transportation of persons		+226,000
Transportation of things		+184,000
Communications, utilities, and other charges		+151,000
Printing and reproduction		+270,000
Other Services		-393,000
Supplies and materials		+504,000
Equipment		+296,000
Total	+69	+$2,769,000

Justification of Program and Performance

Activity: Park Management
Subactivity: Visitor Protection and Safety

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Visitor Protection and Safety	($)	67,635	66,713	68,216	72,874	+4,658
	(FTE)	(2,265)	(2,265)	(2,258)	(2,337)	(+79)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L.99-177	FY 1990 Adjusted Approp.
Visitor Protection and Safety	67,635	-922	66,713

This reduction will be accomplished by reducing seasonal services provided during FY 1990, including the number of seasonal personnel assigned to campgrounds, information stations, and backcountry stations.

Authorization

16 U.S.C. 1, and 16 U.S.C. 1a-6

Objectives

To provide for the security and protection of park visitors, employees, and the property and resources of the National Park System.

Base Program

The dual mission of the National Park Service is to protect and preserve for future generations areas of national significance while providing for their use and enjoyment today. Visitor protection and safety activities are essential to the accomplishment of this mission. They provide for the security of the park visitor and his belongings, the protection of park facilities and resources, and the safety of park personnel. As more and more visitors seek to enjoy the diverse areas and attractions of the National Park System, the responsibilities of the Service in ensuring a safe, secure park environment have grown more numerous and complex. These responsibilities include law enforcement and traffic control, emergency preparedness, search and rescue, supervision of visitor recreation, issuance of permits and collection of recreation fees, and occupational safety and health.

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Law enforcement and protection activities include visitor, facility and resource protection, criminal investigations, patrol, apprehension and arrest, crowd control, special security, drug and vice control and visitor assistance.

Park rangers with formal law enforcement training perform the full range of professional law enforcement functions throughout the National Park System with the exception of the metropolitan Washington, D.C., area and two large urban parks (Gateway National Recreation Area in New York and Golden Gate National Recreation Area in San Francisco), where the U.S. Park Police carry out these responsibilities. Statistics cited below represent the most current Servicewide data available, as reported by all the Regions.

The fiscal year 1991 base program for Visitor Protection and Safety is as follows:

1. Occupational Safety and Health Management .....$4,189 120 FTE

The objective of Occupational Safety and Health Management is to provide an environment free of recognized hazards to safety and health in which persons may work or recreate without undue fear of injury, illness, or property damage. The demands for this activity have increased as numbers of visitors increase and technological changes create new occupational hazards and recreational opportunities.

Safety and health activities include developing and coordinating guidelines and requirements, and inspecting, evaluating, and monitoring of work areas for hazards such as noise, toxic gases, or vapors. Critical functions include life safety evaluations of park facilities, visitor use areas, emergency preparedness programs, and motor vehicle operations. Program specialists are sent to specific parks to monitor, evaluate and help institute necessary changes where hazards are present.

2. Emergency Services .....$2,149 88 FTE

The Service programs funds to maintain minimum levels of preparedness to respond to emergency situations. These funds provide the staffing, equipment, supplies and materials for structural fire suppression, emergency medical treatment and, where necessary, ambulance services. In 1988, National Park Service emergency technicians and paramedics responded to 1,385 advanced life support (life-threatening) cases, 9,490 basic life support (serious) cases and situations involving 275 fatalities.

3. Traffic Control .....$1,996 75 FTE

This activity consists of the safe direction of both vehicular and pedestrian traffic on park roadways and parking areas, including investigation of motor vehicle accidents and boating accidents.

4. Search and Rescue ..... $1,601 49 FTE

Search and Rescue (SAR) involves looking for and assisting individuals who may be lost or in need of rescue. In 1988, there were 3,551 documented National Park Service SAR operations involving at least 1,327 injured or ill people, 174 fatalities, and a minimum of an additional 3,165 people who needed advanced SAR assistance.

5. Patrol and Enforcement ..... $31,755 976 FTE

This function involves vehicular, boat, foot, and horse patrols to deter or detect illegal activity and, if necessary, apprehend the violators. Normal activities include enforcement of the criminal laws of the United States and the Code of Federal Regulations related to the National Park Service, monitoring boundaries, intersections, roads, developed areas, and illegal hunting locations. Other activities include checking the security of structures and facilities; issuing citations or warnings for traffic violations, resource protection, and other offenses; administrative functions including the planning, organizing and supporting of patrol and enforcement; training and equipping personnel; arresting violators; temporary incarceration; vandalism control; and crime prevention through visitor contacts and literature distribution. In 1988, the Service reported 6,195 part I offenses (homicide, rape, robbery, assault, burglary, larceny, vehicle theft and arson), a decrease of 3.5 percent from 1987. Ninety percent of these were crimes against property.

6. Criminal Investigations ..... $2,057 77 FTE

The goal of this activity is to identify and bring the perpetrator before the criminal court for trial. Investigations can encompass all violations of laws and regulations that the Service is authorized to enforce. This includes part I (homicide, rape, robbery, assault, burglary, larceny, motor vehicle theft and arson) and part II offenses (drug, misdemeanors and petty offenses), and serious traffic infractions. Activities include, but are not limited to, protecting the crime scene; collecting, identifying, maintaining documented chain-of-custody, processing and interpreting physical evidence; and courtroom testimony.

7. Visitor Recreation Supervision ..... $12,072 391 FTE

This activity includes providing services to visitors using recreational facilities or participating in recreational activities on park property. Park personnel are stationed at principal recreation areas such as beaches, take off points for mountaineering and caving, boat launch areas, trailheads, campgrounds, horseback riding areas, ski areas, and other locations.

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Recreational users are informed of the proper use of facilities and equipment intended for the enjoyment of these areas.

8. Recreation Fee Collection Activities ..... $9,737 457 FTE

In fiscal year 1988, Congress passed permanent legislation (Public Law 100-203) which allowed the Service to significantly expand its recreation fee program from the level in prior years. Under temporary authority granted the Service in fiscal year 1987, the Service expanded entrance fee collections from 62 areas in 1986 to 133 areas in 1987. The 1988 legislation continued the changes allowed in 1987, and the number of parks charging an admission fee increased to 141. In 1989, a total of 192 parks charged some sort of recreation use fee, including 136 areas which collected entrance fees. Five parks with negative or extremely marginal revenue-to-collection cost ratios no longer charged admission fees in 1989. The fee rates in 1990 and 1991 will range as follows:

	Prime or Intermediate Park Area	Standard Park Area
Single Visit Rate:		
Per Vehicle	$5 1/	$3
Per Person	$2 1/	$1
Annual Park Specific Pass	$15	$10
Golden Eagle Pass (all parks)	$25	$25
Number of Park Areas	29	107

1/ Pursuant to the fee legislation, three areas, Yellowstone, Grand Canyon and Grand Teton National Parks, are excepted from the provision which limits the maximum charge for admission to $5 per vehicle and $3 per person. These three units collect a fee of $10 per vehicle and $4 per person. One park, Denali National Park and Preserve, will charge the maximum allowable rate of $3 per person in 1991.

In addition, the Service collects recreation user fees for special services such as guided tours, parking, cabins, and campgrounds.

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A summary of fee revenues for the period 1989 through 1991 is shown below:

Recreation Fee Revenues

(Dollar amounts in thousands)

	FY 1989 Actual	FY 1990 Estimate	FY 1991 Estimate
Daily Entrance	30,517	31,000	34,000
Golden Eagle Annual Pass	2,526	2,500	2,500
Annual Park Pass	1,354	1,400	1,400
Campground Fees and Other Special User Fees	16,998	17,600	18,100
Total	$51,395	$52,500	$56,000

The Service currently operates a reservation system in 15 areas for campsites and cave tours. This system, inaugurated in 1973, covers 4,563 sites in 29 campgrounds located in the following parks:

Acadia National Park
Assateague Island National Seashore
Cape Hatteras National Seashore
Death Valley, National Monument
Grand Canyon National Park
Great Smoky Mountains National Park
Joshua Tree National Monument
Mammoth Cave National Park (cave tours only)
Ozark National Scenic Riverways
Rocky Mountain National Park
Sequoia-Kings Canyon National Parks
Shenandoah National Park
Whiskeytown National Recreation Area
Yellowstone National Park
Yosemite National Park

Reservation outlets are also located in the Western, Southeast, and Rocky Mountain Regional Offices, and the Washington Office of the National Park Service. Reservations can also be made at the participating parks. In addition, Ticketron accepts reservations by mail, telephone and at over 600 walk-in outlets. In 1990, a telephone reservation system was completed that includes all reservation parks except Mammoth Cave National Park. Certain credit cards are accepted. The system is operated on contract to the National Park Service by Ticketron which charges a handling fee for each reservation. There is no cost to the Park Service for the contract, as the cost is borne by the user.

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Campground Reservation System

	FY 1989 Actual	FY 1990 Estimate	FY 1991 Estimate
Number of areas	13	15	16
Campsites	4,134	4,563	4,663
Reservations	717,421	785,000	820,000

The base amount for fee collection activities consists of the following:

	$(000)
In Park Bases.....	9,262
In Regional Office Bases.....	134
Collection Initiation Costs.....	341
Total	$9,737

The $450,000 shown above is held in the Washington Office and used to provide funding which is required for initiation of collections at new locations; construction or rehabilitation of small-scale collection facilities in parks; and for the purchase of equipment such as cash registers, safes, and signs. Funds are redistributed annually to address highest priority needs.

9. Drug Enforcement Initiative ..... $2,660 25 FTE

Program efforts are directed to eliminate drug cultivation, sale, distribution, and use within the National Park System. Funds are also included under the United States Park Police subactivity to provide for these types of activities in the areas under Park Police supervision.

Funds are allocated to various parks located near urban population centers or those parks which, through their isolation or easy marine accessibility, are prime candidates for illegal drug trafficking or are located in marijuana growing climates and have a history of cultivation.

The 1990 program includes an additional $2.2 million and 25 FTEs over 1989 levels to enhance the level of drug enforcement presence in the parks. Program activities include surveillance, undercover operations, and, in particular, increased patrol levels by law enforcement rangers aimed at reducing the incidence of illegal drug-related activities within the parks.

Resources were specifically allocated to parks based on regional priorities. Resources were also provided to Regions to support drug enforcement training throughout the region, provide special equipment to parks that did not receive specific allocations, and to support drug operations in parks that did not rank high enough to participate in the initial distribution of resources.

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The FY 1990 program also includes Servicewide training to include training managers at the Federal Law Enforcement Training Center and to train additional Drug Awareness Resistence Education (DARE) instructors.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	68,216	72,874	+4,658
(FTE)	(2,258)	(2,337)	(+79)

1. Provide Increased Operational Funding to New Park Areas..... +$156 +5 FTE

These park units were authorized during 1987, 1988 and 1989. The amounts represent the startup requirements in funding and staffing within this budget subactivity. Increases in funds and positions for Visitor Protection and Safety, described in the section entitled "Analysis of Special Park Increases," are requested for the following new areas:

	$000	FTE
Jimmy Carter National Historic Site, Georgia.....	3	--
Natchez National Historical Park, Mississippi.....	40	1
Poverty Point National Monument, Louisiana.....	40	1
Ulysses S. Grant National Historic Site, Missouri.....	50	2
Zuni-Cibola National Historical Park, New Mexico.....	23	1
Total	156	5

2. Provide Increased Operational Funding to Developing or Expanding Park Areas..... +$324 +6 FTE

These park units have accrued significant new responsibilities that are currently unfunded. The new requirements are a result of development funded from the "Construction" appropriation, the acquisition of new lands within an existing park, or new legislative mandates and program direction. The amounts represent the funding and staffing necessary within this budget subactivity to meet the new responsibilities. Increases in funds and positions for Visitor Protection and Safety, described in the section entitled "Analysis of Special Park Increases," are requested for the following expanding or developing areas:

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	$000	FTE
Chesapeake and Ohio Canal National Historical Park.....	75	3
Curecanti National Recreation Area, Colorado.....	44	1
Ellis Island/Statue of Liberty National Monument, New York	100	--
Manassas National Battlefield Park, Virginia.....	45	1
Natchez Trace Parkway, Mississippi-Alabama-Tennessee.....	20	1
Petersburg National Battlefield, Virginia.....	30	--
Salem Maritime National Historic Site, Massachusetts.....	10	--
Total	$324	6

3. Provide Increased Funding to Reduce Eroding Park Operating Bases..... +$1,028 +22 FTE

These park units have suffered a gradual erosion of the park operating base due to inflationary increases in areas other than personnel compensation. Rising costs of utilities, equipment, contractual services, and supplies and materials have combined to force park management to eliminate or defer other park tasks and visitor services to meet these required needs. The amounts represent the funding and staffing necessary within this budget subactivity to provide a more reasonable operating base for park units. Increases in funds and positions for Visitor Protection and Safety to help reduce the erosion of park operating bases, described in the section entitled "Analysis of Special Park Increases," are requested for the following park areas:

	$000	FTE
Alaska Region.....	150	--
Assateague Island National Seashore, Maryland.....	55	1
Biscayne National Park, Florida.....	50	2
Canyon de Chelly National Monument, Arizona.....	75	3
Cape Krusenstern National Monument, Alaska.....	45	--
Catoctin Mountain Park, Maryland.....	12	--
Coronado National Memorial, Arizona.....	23	1
Coulee Dam National Recreation Area, Washington.....	40	2
Craters of the Moon National Park, Idaho.....	6	--
Edison National Historic Site, New Jersey.....	50	--
Gettysburg National Military Park, Pennsylvania.....	24	1
Hawaii Volcanoes National Park, Hawaii.....	75	2
Katmai National Park and Preserve, Alaska.....	76	2
Kobuk Valley National Park, Alaska.....	55	--
Manassas National Battlefield Park, Virginia.....	14	--
Martin Luther King, Jr, National Historic Site, Georgia	18	--
Minute Man National Historical Park, Massachusetts.....	45	--
Noatak National Preserve, Alaska.....	60	1
Organ Pipe Cactus National Monument, Arizona.....	40	2
Sagamore Hill National Historic Site, New York.....	16	--
Saratoga National Historical Park, New York.....	7	--
Sequoia National Park, California.....	50	3

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Theodore Roosevelt National Park, North Dakota.....	27	1
White Sands National Monument, New Mexico.....	15	1
Total	1,028	22

4. Increased Funding for Drug Enforcement..... +$3,150 +46 FTE

The FY 1991 request for increased resources for the drug enforcement initiative includes two major components; +$1,000,000 and 35 FTE's for increased operational support for drug enforcement, and +$2,150,000 and 11 FTE's for development of a Servicewide Incident Reporting System (IRS).

Increased Drug Enforcement Operations..... [+$1,000] [+35 FTE]

An increase of $1 million and 35 FTE's is requested to enhance the current level of effort directed towards addressing illegal drug activities in units of the National Park System, which include cultivating, smuggling, manufacturing, selling and using drugs. This request is intended to supplement and support the drug enforcement efforts initiated in 1990. The additional resources would provide for an increase in the distribution of drug enforcement resources allocated directly to the parks.

Additional resources requested would be devoted to providing additional permanent and seasonal staffing in park areas that have a documented history of illegal drug activities or that are located in geographical areas that are known to have significant levels of illegal drug activity, and where the assistance of cooperating Federal, State or local law enforcement agencies is not readily available. This staffing would enhance the ability of the Service to detect and eradicate illegal crops and to interdict illegal drugs that are transported through or distributed in park areas. Funding would also be provided for equipment, training and other support costs for the additional staff.

The Service would also devote a portion of this funding to support the participation of Field staff in drug awareness educational programs conducted in schools located within park areas and in nearby communities.

Incident Reporting System..... [+$2,150] [+11 FTE]

Also included in the request for drug enforcement is an additional $2,150,000 and 11 FTE's for development of a Servicewide Incident Reporting System. The Service is currently hindered by the absence of a Servicewide information management system that will meet the incident reporting requirements of the Uniform Federal Crime Reporting Act of 1988 (P.L. 100-690), and reporting requirements and records maintenance guidelines required by the Department of the Interior.

Funding is requested for the development and implementation of an automated Servicewide Incident Reporting System to support visitor and resource

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protection activities and programs, including those areas covered by the U.S Park Police. This system will provide a standardized format for collection and dissemination of data and will enhance the ability to document incidents and to record, analyze and assess investigative and intelligence information. It would be particularly valuable in supporting visitor safety, law enforcement, wildlife protection and archeological resource protection programs by providing managers at all organizational levels accurate and timely information pertaining to incidents, offenses, trends and patterns for use in making resource allocation decisions.

Funds requested in FY 1991 will be devoted to system design, software development, dedicated communications costs, training, programming and Servicewide hardware acquisition. Funding would also be devoted to support system management-operator positions in the Washington Office and each Regional Office.

System implementation at the park and Regional level is expected to be completed by the end of FY 1991. Full Servicewide implementation, including development of a centralized database system, is expected to be completed during FY 1992.

Distribution of change by object class

The object class detail for the proposed $4,658,000 increase and 79 FTE's is as follows:

Object Class	FTE	Amount
Personnel services	+79	+1,871,000
Personnel benefits		+224,000
Travel and transportation of persons		+48,000
Other rents, communications and utilities		+280,000
Printing and reproduction		+45,000
Other services		+1,026,000
Supplies and materials		+131,000
Equipment		+1,033,000
Total	+79	+4,658,000

Justification of Program and Performance

Activity: Park Management
Subactivity: United States Park Police

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
United States Park Police Operations	($)	32,173	31,735	32,371	32,371	--
	(FTE)	(750)	(750)	(750)	(750)	--
Drug Enforcement Initiative	($)	3,240	3,195	3,240	6,517	+3,277
	(FTE)	(26)	(26)	(26)	(37)	(+11)
United States Park Police Pension Fund	($)	6,628	6,528	7,428	7,428	--
Total Requirements	($)	42,041	41,468	43,039	46,316	+3,277
	(FTE)	(776)	(776)	(776)	(787)	(+11)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L.99-177	FY 1990 Adjusted Approp.
United States Park Police	42,041	-573	41,468

This reduction will be accomplished by deferring purchase of new or replacement equipment and reducing overtime where possible.

Authorization

16 U.S.C. 1 and 16 U.S.C. 1a-6	Title IV, D.C. Code, Chapter 6, Police and Firefighters Retirement and Disability

Park Management/United States Park Police

Objectives

To provide for the enforcement of law and order to protect life, property, and natural resources within designated urban areas of the National Park Service.

Base Program

The United States Park Police is an urban-oriented law enforcement organization within the National Park Service, responsible for performing the full range of law enforcement functions at National Park Service sites throughout the Washington, D.C., metropolitan area, Gateway National Recreation Area in New York and Golden Gate National Recreation Area in San Francisco. Law enforcement functions performed include visitor and facility protection, emergency services, traffic control, criminal investigation, crowd control, special security and protection duties, and enforcement of drug and vice laws.

The United States Park Police budget includes three major elements:

1. U.S. Park Police Operations..... $32,371 750 FTE

The force provides law enforcement and visitor protection services to park visitors and facilities within approximately 80,000 acres of park land comprised of 781 reservations, over 224 miles of roadways and several hundred miles of shoreline within the Washington, D.C., New York and San Francisco metropolitan areas. Services are performed on foot, in cruisers, boats, helicopters, motorcycles, and on horseback. Visitation in areas patrolled by the Park Police is routinely in excess of 88 million annually. During calendar year 1989, more than 4,100 motor vehicle accidents and over 14,000 reported criminal acts were investigated, with over 6,800 persons arrested for crimes committed on park lands.

2. Drug Enforcement..... $3,240 26 FTE

The United States Park Police contributes to the nationwide effort to eradicate drug cultivation, sale, distribution and use through its law enforcement responsibilities for National Park Service sites within the Washington, D.C., New York, and San Francisco metropolitan areas.

Drug enforcement resources are used to support surveillance, undercover operations, drug awareness and education, and increased patrol levels in areas with a high incidence of drug related illegal activity.

The Park Police enforcement policy is to arrest drug dealers operating in park areas and persons who immediately supply those dealers, seize contraband and arrest any person possessing the amount and type of contraband consistent with prosecutorial policies in the jurisdiction where the offense occurs. In 1988, the last full year for which data are available, there were 5,970 reported drug incidents. This is a 37 percent increase over 1987. The Park Police arrested

3,952 persons for drug violations, including over 550 drug dealers, and in the course of these arrests identified and arrested 77 persons wanted on fugitive warrants. Subsequent to these arrests, the Park Police confiscated over $1,017,000 worth of narcotics, seized over $450,000 in cash and property. In addition, 47 firearms were seized, including machine guns, automatic pistols, shotguns, and rifles. During these efforts, 15 officers were physically assaulted to a degree requiring medical attention.

During the first 11 months of 1989, there were 3,538 reported drug incidents. The Park Police arrested 1,784 persons for drug violations, including over 500 drug dealers, and in the course of these arrests identified and arrested 543 persons wanted on fugitive warrants. Subsequent to these arrests, the Park Police confiscated over $1,626,000 worth of narcotics, seized over $518,000 in cash, and property, including 124 vehicles. Also over 120 weapons were seized, including machine guns, automatic pistols, shotguns and rifles. During this period 32 officers were physically assaulted.

The 1990 appropriation provides for a significant increase in the level of effort dedicated to drug enforcement initiatives throughout the Park Service and by the Park Police. FY 1990 resources will be utilized to provide an increased level of Park Police personnel to assist in the drug enforcement effort, provide additional training, improved communications and personnel weapons, community education and anti-drug awareness, and to support the drug free workplace. Also included in the 1990 base program is $1 million to provide for the cost of leasing and operating a twin-engine helicopter in support of drug enforcement initiatives in the Washington, D. C. area.

3. U.S. Park Police Pension Fund..... $7,428 -- FTE

United States Park Police officers, hired prior to January 1, 1984, retire under provisions of Public Law 85-157, 71 Stat.391, the "Policemen and Firemen's Retirement and Disability Act". This law authorizes the payment of appropriated funds to the extent that benefit payments exceed the deductions from salaries of covered employees.

The increase to base reflects funds needed to pay retirement benefits to new retirees and the increased costs of COLA and pay adjustments.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	43,039	46,316	+3,277
(FTE)	(776)	(787)	(+11)

The Service is requesting an increase of $3,277,000 for the Park Police as follows:

Park Management/United States Park Police

1. Increased Funding for Drug Operations..... +$377 11 FTE

The Service requests increased funding to combat drug-related activities in Washington D.C., Golden Gate National Recreation Area and Gateway National Recreation Area, with emphasis on reduction of both supply and demand. A significant factor in decreasing drug activities is to increase patrols. This funding will enhance the current level of effort in this area which includes resources to provide for staff, overtime, aircraft/boat/vehicle operations, training, equipment, undercover operations, and drug buy money. Equipment includes radios, weapons, body armor, drug testing equipment, remote electronic sensors, and camera equipment.

2. Adjustment for Elimination of FY 1990 Cost for Lease of Park Police Helicopter..... -$1,000 -- FTE

The U.S. Park Police in Washington, D.C. currently operates two single engine helicopters. The Fiscal Year 1990 Appropriations Act provided $1 million to lease a twin-engine replacement for one of these aircraft, including funds for training and continuing increased operating expenses.

This proposed reduction reflects the elimination of funding provided in FY 1990 for lease of a replacement helicopter. This reduction is being proposed in conjunction with a corresponding increase requested for purchase of the helicopter. An analysis indicates that approximately $3.5 million would be saved over a ten year period by purchasing rather than leasing.

3. Increase for Purchase of Helicopter..... +$3,900 -- FTE

This increase request provides for the "buy-out" of the leased aircraft, along with amounts for continued annual training and operating expenses. The purchase of this aircraft represents significant long term savings to the Government, rather than the continuation of the lease arrangement. The $3.9 million requested includes $3.6 million for purchase of the helicopter and $335,000 for fuel, maintenance and associated expenses related to the operation of a twin-engine craft.

After the initial purchase in FY 1991, approximately $335,000 annually will be required on an ongoing basis to provide for the increased expenses associated with operating a twin-engine craft.

Park Management/United States Park Police

Distribution of change by object class

The object class detail for the proposed increase of $3,277,000 and 11 additional FTE's is as follows:

Object Class	FTE	Amount
Personnel services	+11	+$275,000
Benefits		+33,000
Communications, utilities, and miscellaneous charges		+9,000
Other services		-659,000
Supplies and materials		+34,000
Equipment		+3,585,000
Total	+11	+$3,277,000

Justification of Program and Performance

Activity: Park Management
Subactivity: Maintenance

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Operational Maintenance	($)	227,498	224,397	228,782	239,940	+11,158
	(FTE)	(4,964)	(4,964)	(4,940)	(5,176)	(+236)
Cyclic Maintenance Program	($)	18,424	18,171	18,424	21,298	-2,874
	(FTE)	(--)	(--)	(--)	(--)	(--)
Repair and Rehabilitation Program	($)	29,233	28,815	30,233	34,000	+3,767
	(FTE)	(--)	(--)	(--)	(--)	(--)
Servicewide Programs	($)	5,728	5,669	4,732	10,332	+5,600
	(FTE)	(17)	(17)	(17)	(19)	(+2)
Total Requirements	($)	280,883	277,052	282,171	305,570	+23,399
	(FTE)	(4,981)	(4,981)	(4,957)	(5,195)	(+238)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L.99-177	FY 1990 Adjusted Approp.
Maintenance	280,883	-3,831	277,052

This reduction will be accomplished by reducing the amount of operational maintenance performed in 1990 by individual park units Servicewide, deferring lower priority Repair and Rehabilitation and Regular Cyclic Maintenance project work, and reducing the level of resources available for the various Servicewide Maintenance programs funded under this subactivity, including Dam Safety, Energy Conservation, Maintenance Program Oversight, and the Yellowstone Fire Recovery initiative. Although the percentage reduction of 1.36 percent is relatively low, this will result in a significant reduction of $3.1 million in day-to-day Operational Maintenance performed in 1990 which will reduce the ability of the parks to maintain the estimated $35 billion in physical facilities and roads located throughout the System.

Park Management/Maintenance

Authorization

16 U.S.C. 1 The National Park Service Organic Act

Objectives

To conduct a professional program of preventive and rehabilitative maintenance, and to provide for a safe, sanitary, clean and aesthetically pleasing environment for park visitors and employees.

"Legacy 99"

With the exception of the Servicewide Programs program element, all programs funded under this subactivity are part of the Secretary's "Legacy 99" proposal. "Legacy 99" is an 8-year program to maintain, repair, and rehabilitate facilities of the Department as part of the Secretary's STEWARDSHIP agenda. It will culminate in FY 1999, the sesquicentennial of the Department of the Interior, leaving a legacy for the 21st century.

More specifically, "Legacy 99" will begin a long-term effort to substantially improve public lands and facilities by reducing the backlog of rehabilitation projects, including the repair of unsafe dams and related structures, cleanup of hazardous materials, and to increase Maintenance programs in order to improve the conditions of facilities by 1999.

Base Program

1. Operational Maintenance ..... $228,782 4,940 FTE

The Service is required to maintain and protect the facilities and equipment essential to the operation of the National Park System. The physical plant of the Service contains over 30,000 buildings, 8,000 miles of roads, 1,400 bridges, over 5,000 housing units and approximately 1,500 water and sewer systems. The facilities are of all ages and vary in complexity from simple one-room cabins to very complex utility systems.

The Operational Maintenance program of the Service is intended to meet the routine daily needs of individual parks. Typical work performed under this program includes: operating large water and sewer systems, repairing buildings, grading and patching roads, removing snow, repairing fixed and moveable equipment, maintaining trees and grounds, providing janitorial and custodial service, and purchasing commercially provided utility services (i.e., electrical power, water, natural gas, fuel and water and sewage system charges) and small equipment. Funds are also programmed at the Regional level for the timely replacement of capitalized equipment.

The scope and frequency of the work performed in this category are determined by local park management needs and professional maintenance personnel at both the park and Regional level who are guided by State and

local regulations, national building codes, and Federal standards. Most of the work is performed by park personnel or through locally administered contracts. Funds budgeted under Operational Maintenance also include personnel and related costs for program direction and management in the Regional and Washington Offices.

2. Cyclic Maintenance ..... $ 18,424 -- FTE

Cyclic maintenance is defined as specific maintenance activities performed on a fixed periodic basis when the work is predictable, and the cycle is longer than once a year. Programs for cyclic maintenance are based on functional inventories and accumulated project lists developed on a specific park-by-park basis. Projects undertaken in this program are performed as often as once in every 2 years and as infrequently as once in every 10 years. The type of resource or facility, its importance to park management and visitor accommodation, its age, and other factors determine the frequency that cyclic maintenance is performed. Typical examples of cyclic maintenance projects include road resealing, repainting and re-roofing of buildings, trail brushing, and sign replacement and repair. The work performed may require the preparation of minimal design and specifications prepared by park or Regional Office engineers, architects, or landscape architects. The Cyclic Maintenance program is managed by the Regional Offices. The work is usually performed by day labor contract under the supervision of park staff or by contract.

3. Repair and Rehabilitation Program ..... $30,233 -- FTE

Repair and rehabilitation projects correct deficiencies in buildings, roads, utility systems, and employee quarters that do not require major reconstruction. The projects programmed under this category are usually based on formal inspections conducted by qualified personnel and are nonrecurring in nature. Typical projects include campground and trail rehabilitation, road repair, sewer and water line replacement, and rewiring of buildings. Some minimal planning and design are often required. The program is administered by maintenance professionals in the Regional Offices or in the parks. Actual work is usually performed by contract under the supervision of park maintenance staff. A new listing of projects is generated each year to support the requested funding level. Repair and rehabilitation needs currently identified by Regional Offices total in excess of $438 million. Approximately $19 million will be spent on Health and Safety projects in FY 1990.

Included within the FY 1990 Repair and Rehabilitation program are funds ($1,400,000) for Servicewide implementation and support for the Maintenance Management System to be completed prior to FY 1991. In FY 1991, $1 million of these funds for system implementation will be redistributed and included in the Regional Repair and Rehabilitation programs. An additional $400,000 in FY 1991 base funding will be transferred under Servicewide Programs, Maintenance Management System Support, to provide for the cost of maintaining the System.

Planning for implementation for the system was begun in 1985 as a result of a 1984 congressional mandate following the issuance of a GAO investigative report entitled "The National Park Service Needs A Maintenance Management System." Implementation has been started in all units of the Park System, and it is expected that the Maintenance Management System will be fully implemented for all park areas before the start of FY 1991, including all required training, inventory collection, development of performance standards and reporting procedures.

When installation is complete, park areas will have an opportunity to make necessary system adjustments to meet their specific needs and will develop useful base data after one or two reporting cycles. Within a few reporting cycles, this program will provide a formal, systematized method for providing reliable information on resources and identified maintenance needs. The anticipated results will be the ability to make quality decisions about maintenance resource allocation, performance evaluation and planning and budgeting.

4. Servicewide Programs ..... $4,732 17 FTE

Base funding for Servicewide maintenance activities covers the following special activities which have Servicewide applicability:

a. Dam Safety Program ..... [$403] [1 FTE]

This program provides for mandated (Public Law 92-367) inventories and inspections of dams located within or adjacent to National Park System units. Funds are also programmed to develop emergency action plans and to outline management responsibilities for the preservation/maintenance, operation and safety of these structures. The Service has inventoried 428 (266 NPS and 162 non-NPS) dams, located within or immediately adjacent to park boundaries, that are classified as affecting park safety, operations, or natural resources. A computerized inventory of NPS and non-NPS owned dams is also maintained, and training is provided to designated park staff.

Through an agreement with the Bureau of Reclamation, 34 significant downstream hazard potential dams under NPS management will receive formal safety inspections every 5 years. The bureau will also follow up with detailed premodification studies for those dams requiring major rehabilitation. Informal inspections will also be performed on other NPS dams by Regional staff to evaluate maintenance and operational conditions on an annual basis. The Service performs corrective action as recommended from these inspections through the Regional Office administered Repair and Rehabilitation program or other funding sources, as appropriate.

In addition to administration, inventories, inspections, and general program coordination provided by the Dam Safety Office, an amount of $3,857,000 for dam repairs is being requested for FY 1991 for work on four dams in four park areas under the Line Item Construction subactivity of the "Construction" appropriation.

b. Servicewide Maintenance Program Overview ..... [$1,800] [-- FTE]

The Service undertakes numerous surveys, studies, and analyses that assess the progress of the Maintenance programs of the National Park Service and recommends improvements to these programs. Programs which are Servicewide in nature and have a potential for broad application are emphasized. Funds are used for developing solutions to common maintenance problems, training programs, and other programs of a Servicewide nature.

The Servicewide management of radio systems, including radio frequency assignment, radio system maintenance and design of replacement systems and utility system monitoring and utility negotiations are also included in this program.

c. Energy Conservation Program ..... [$529] [11 FTE]

The Energy Policy and Conservation Act of 1975 (P.L. 94-163) requires all Federal agencies to report their energy consumption and costs to the Department of Energy and to the Congress and the President. The National Energy Conservation Policy Act of 1978 (P.L. 95-619) was recently amended by the Federal Energy Management Improvement Act of 1988 (P.L. 100-615) which requires all Federal building surveys and retrofits and procurement of Shared Energy Savings (SES) contracts to achieve a 10 percent reduction in BTU's per consumed gross-square-foot of building (BTU/GSF) by fiscal year 1995 compared to fiscal year 1985.

These base funds support the salary and related management costs of energy program coordinators at the Washington and Regional Offices who provide technical expertise and assistance for the identification of projects, project cost-effectiveness analysis, and oversight of project installation. They also manage the mandated energy data reporting and coordination functions.

Energy retrofit projects are funded from Regional maintenance programs. The need and relative priority of these projects are determined by each Region as part of its overall maintenance program. Approximately $100,000 of base funds are used to support building energy surveys, procurement, and oversight of Shared Energy Savings contracts and to implement energy-saving retrofits.

d. Maintenance Management System Support..... [$400] [5 FTE]

The Maintenance Management System is a systematized method of organizing, planning, directing and reporting of the activities needed or performed to maintain park facilities. This program has established standard methods and proceedings for performing work and reporting.

Servicewide implementation, funded as a component of the Repair and Rehabilitation Program, will be completed by FY 1991 and base funds used for implementation are programmed back to the Regional programs.

Park Management/Maintenance

These funds provide for Servicewide program direction, software support, performance standard reviews and analysis related specifically to the Maintenance Management System.

e. Yellowstone Fire Recovery Maintenance..... [$1,600] [-- FTE]

This represents funds provided in FY 1990 for the Yellowstone Recovery Plan. In the summer of 1988, Yellowstone National Park experienced an unprecedented series of wildfires, both natural and man-caused. The fires, as well as related suppression efforts, had an unusually large impact on the natural resources and physical facilities in the park. The National Park Service, in response to this unique situation, developed a comprehensive plan to define needed rehabilitation, maintenance, interpretation, and other management actions at the park. In addition, two other national parks affected by the summer's fires, Glacier and Grand Teton, have minor requirements which are included in the overall recovery plan. Funds for this second year of the recovery program will be used during FY 1990 to rehabilitate over 400 miles of back-country trails, clear roadside drainage ditches, remove visual obstructions from roadsides and campgrounds and continue snag removal for visitor safety throughout Yellowstone and Glacier National Parks.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	282,171	305,570	+23,399
(FTE)	(4,957)	(5,195)	(+238)

The proposed increase of $23,399,000 and 238 FTE's is itemized below:

1. Regional Maintenance Programs..... +$6,641 -- FTE

Included in this request is an additional $2.874 million for Regional Cyclic Maintenance Program and $3.767 million for Regional Repair and Rehabilitation Program.

Consistent with the findings of previous NPS studies including the "Post PRIP Report" and the "NPS Basic Operations Study," the General Accounting Office (GAO) also identified a serious maintenance shortfall in the NPS. Although recent budget requests have attempted to address the operational maintenance portion of the identified shortfall, the Regionally managed Regular Cyclic Maintenance and Repair and Rehabilitation Programs have remained level. The 1991 request attempts to address the need for additional resources in these Regional programs to address high priority projects.

Park Management/Maintenance

A total funding level of $55.3 million is requested for these two programs in FY 1991. This represents a 13 percent increase from base funding levels. All 10 Regions identified significant shortfalls in funding for these two programs during the FY 1991 budget formulation process. Funds requested address this identified shortfall.

Increased funds requested will be distributed to the Regional Offices for use in funding project based work at individual park areas without a significant disruption in park operations or visitation.

Similar to Operational Maintenance, every dollar spent on Regular Cyclic Maintenance and Repair and Rehabilitation represents an investment which protects our inventory of resources. Lack of adequate Cyclic Maintenance or necessary Repair and Rehabilitation leads to accelerated deterioration of resources and facilities beyond the state of being able to be maintained. This eventually results in higher costs of reconstruction or major repair and rehabilitation, or in the total loss of resources or facilities.

2. Yellowstone Fire Recovery Maintenance..... -$1,600 -- FTE

Funds requested in FY 1990 for items comprising the second year of the Yellowstone Recovery Plan will no longer be required in FY 1991 and are proposed for reduction.

3. Hazardous Waste Program..... +$7,200 +2 FTE

This request represents a proactive approach towards establishment of a base program for Servicewide management of identified and potential hazardous waste problems throughout the Park System. These situations pose a significant threat to the parks resources and the health and safety of park personnel, visitors and possibly the surrounding communities.

Prior to this request, the approach to managing hazardous waste has been somewhat reactive, or crisis oriented, focusing on responding to immediate hazardous waste threats on a project-by-project basis. The most significant hazardous waste issue funded over the last several years has been the Krejci Dump Site located within the Cuyahoga Valley National Recreation Area. Funds totaling $8.5 million have been made available in FY 1989 and FY 1990 under the "Construction" appropriation to address this requirement.

The FY 1991 proposal also increases the level of visibility of the Servicewide Hazardous Waste Program, increasing the level of resources to address current identified situations which pose potential hazardous waste threats, and to establish a base funding level to address ongoing hazardous waste issues on a Servicewide basis.

Resources requested will address a variety of issues on a Servicewide basis as well as respond to several specific situations existing in areas of the Park System. Major initiatives include: the disposition of generated hazardous waste materials currently being stored at individual park areas,

identification and investigation of areas with potential for hazardous waste problems, and taking appropriate measures to respond to recurring hazardous waste problems which have existed in several park areas over the last several years. The specific items included in this request are as follows:

Underground Storage Tanks (UST) - Recent underground storage tank legislation (40 C.F.R., Parts 280 and 281; 42 U.S.C. 6912, 6991) mandates leak detection, corrosion protection, and spill/overfill protection requirements for the Servicewide inventory of over 2,190 underground storage tanks at over 300 locations throughout the Park System. The majority of these are metal tanks which were installed prior to 1965, and are susceptible to corrosion and leakage. Based on the UST legislation, all tanks must be equipped with leak monitoring devices and all metal tanks must be replaced prior to 1999. An increase of $3.6 million is requested in FY 1991 to enable the Service to begin to install leak detection devices and to start monitoring the oldest tanks which are most susceptible to leakage. Of the total inventory of tanks, 56 will be replaced in FY 1991, and all tanks will be inspected. The Service plans to replace the balance of the tanks over a 7-year period starting in FY 1992. The inventory of existing tanks is required to be inspected on an annual basis until replaced. The current average cost for installation of monitoring devices, corrosion protection, and spill overflow is estimated at $35,000 per tank. The total cost to complete this initiative is estimated at $84 million.

Servicewide Site Investigations (SI) - An increase of $2,175,000 and 2 FTE's is requested in FY 1991 as part of a multiyear effort to conduct site investigations of previously identified potential hazardous waste sites at locations throughout the Park System. Funds requested will enable the Service to complete site investigations at approximately 89 of the 248 sites currently identified. The areas to be investigated in FY 1991 have been identified as "high to medium" inspection priority. Although the cost of an individual SI is very site specific, an average cost of $25,000 per site was used to estimate the number of investigations to be accomplished in FY 1991. The SI's for the remaining sites will be performed in FY 1992 through FY 1994. An additional 2 FTE's and $100,000 will be used to provide oversight for the contracting of this effort, consultation and assistance for the SI action and, if necessary, assistance through possible future remedial action.

Disposal Of Hazardous Waste Stored at NPS Facilities - In compliance with Resource Conservation Recovery Act (RCRA) legislation regarding hazardous waste storage and disposal requirements, an additional $800,000 is requested in FY 1991 to establish a base funding level for disposal of stored hazardous waste at facilities located throughout the Park System. The FY 1991 program will provide for disposal of all accumulated-to-date hazardous waste, with the future years efforts to focus on disposal of all actively generated waste on an ongoing basis.

Padre Island National Seashore - An additional $500,000 is requested to provide base resources for removal and disposition of hazardous material that washes ashore on a continuing basis. To comply with the requirements

of the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) (42 U.S.C. 9601) and under a Memorandum of Agreement with the Environmental Protection Agency, the U. S. Coast Guard and the National Park Service, Padre Island NS will assume responsibility in FY 1991 as first Federal responder for the numerous drums containing hazardous wastes/materials that wash ashore. Approximately 200 to 300 55-gallon drums wash ashore on an annual basis. The park will cordon off the area and report the drums to the NPS contractor who will pick up, analyze and dispose the drums. Of the total, $450,000 will be required as base funding to address this ongoing need, an additional $50,000 is requested as a nonrecurring FY 1991 cost to purchase specialized 4-wheel drive retrieval vehicles.

Appalachian Trail, Nuclear Lake Site - An increase of $125,000 is requested to comply with the storage and disposal requirements of the Resource Conservation and Recovery Act (RCRA) (24 U.S.C. 6901) and to comply with CERCLA regulations for identifying potential hazardous waste. The additional funds will be used to provide for disposal of hazardous chemicals stored in the various buildings at the site. In addition, a definitive investigation and identification of metal targets in the lake bed will be conducted to preclude the potential for those targets to be radioactive. Another component of the Servicewide hazardous waste initiative is the ongoing project at the Krejci Dump Site located in the Cuyahoga Valley NRA. Funds requested for this project in FY 1991 are reflected under the "Construction" appropriation.

4. Provide Increased Operational Funding to New Park Areas..... +$2,037 +38 FTE

These park units were authorized during 1987, 1988 and 1989. The amounts represent the startup requirements in funding and staffing within this budget subactivity. Increases in funds and positions for Maintenance, described in the section entitled "Analysis of Special Park Increases," are requested for the following new areas:

	$000	FTE
Charles Pinckney National Historic Site, South Carolina....	128	4
City of Rocks National Reserve, Idaho.....	50	2
El Malpais National Monument, New Mexico.....	36	2
Gauley National Recreation Area/Bluestone National Scenic River, West Virginia.....	50	2
Jimmy Carter National Historic Site, Georgia.....	42	1
Mississippi National River and Recreation Area, Minnesota..	100	2
Natchez National Historical Park, Mississippi.....	200	4
Poverty Point National Monument, Louisiana.....	275	4
San Francisco Maritime National Historical Park, California	204	2
Steamtown National Historic Site, Pennsylvania.....	690	9
Ulysses S. Grant National Historic Site, Missouri.....	200	4
Zuni-Cibola National Historical Park, New Mexico.....	62	2
Total	2,037	38

Park Management/Maintenance

5. Provide Increased Operational Funding to Developing or Expanding Park Areas..... +$4,202 +92 FTE

These park units have accrued significant new responsibilities that are currently unfunded. The new requirements are a result of development funded from the "Construction" appropriation, the acquisition of new lands within an existing park, or new legislative mandates and program direction. The amounts represent the funding and staffing necessary within this budget subactivity to meet the new responsibilities. Increases in funds and positions for Maintenance, described in the section entitled "Analysis of Special Park Increases," are requested for the following expanding or developing areas:

	$000	FTE
Allegheny Portage Railroad National Historic Site, Pennsylvania	180	3
Big Cypress National Preserve, Florida	200	4
Big South Fork National River and Recreation Area, Tennessee/Kentucky	150	3
Boston African American Nat'l Historic Site, Massachusetts	115	3
Channel Islands National Park, California	400	5
Chesapeake and Ohio Canal National Historical Park, Maryland, District of Columbia and West Virginia	175	5
Curecanti National Recreation Area, Colorado	236	3
Ellis Island/Statue of Liberty, New York	1,287	30
Fort Clatsop National Memorial, Oregon	42	1
Fort Union Trading Post Nat'l Historic Site, North Dakota	35	2
Fossil Butte National Monument, Wyoming	100	3
Grant-Kohrs Ranch National Historic Site, Montana	65	2
Hot Springs National Park, Arkansas	75	3
Kalaupapa National Historical Park, Hawaii	85	2
Kenai Fjords National Park, Alaska	49	1
Klondike Gold Rush National Historical Park, Alaska/Washington	150	3
Manassas National Battlefield Park, Virginia	38	1
Monocacy National Battlefield, Maryland	143	3
Natchez Trace Parkway, Mississippi, Alabama and Tennessee	180	3
Pecos National Monument, New Mexico	18	1
Petersburg National Battlefield, Virginia	20	2
Salem Maritime National Historic Site, Massachusetts	25	1
San Antonio Missions National Historical Park, Texas	40	1
Sitka National Historical Park, Alaska	59	1
Thomas Stone National Historic Site, Virginia	125	3
War in the Pacific National Historical Park, Guam	110	3
Total	4,202	92

Park Management/Maintenance

6. Provide Increased Operational Funding to Reduce Eroding Park Operating Bases..... +$4,919 +106 FTE

These park units have suffered a gradual erosion of the park operating base due to inflationary increases in areas other than personnel compensation. Rising costs of utilities, equipment, contractual services, and supplies and materials have combined to force park management to eliminate or defer other park tasks and visitor services to meet these required needs. The amounts represent the funding and staffing necessary within this budget subactivity to provide a more reasonable operating base for park units. Increases in funds and positions for maintenance to help reduce the erosion of park operating bases, described in the section entitled "Analysis of Special Park Increases," are requested for the following expanding or developing areas:

	$000	FTE
Adams National Historic Site, Massachusetts	27	1
Agate Fossil Beds National Monument, Nebraska	10	--
Antietam National Battlefield, Maryland	150	5
Appomattox Court House National Historical Park, Virginia.	65	1
Arches National Park, Utah	25	--
Arkansas Post National Memorial, Arkansas	5	--
Assateague Island National Seashore, Maryland	200	3
Baltimore-Washington Parkway, Maryland	50	1
Bighorn Canyon NRA, Montana/Wyoming	264	2
Biscayne National Park, Florida	70	1
Booker T. Washington National Monument, Virginia	39	1
Canaveral National Seashore, Florida	30	1
Canyon de Chelly National Monument, Arizona	50	1
Catoctin Mountain Park, Maryland	65	1
Chaco Culture National Historical Park, New Mexico	25	1
Congaree Swamp National Monument, South Carolina	25	1
Coulee Dam National Recreation Area, Washington	15	1
Crater Lake National Park, Oregon	50	2
Craters of the Moon National Monument, Idaho	5	--
Cumberland Island National Seashore, Georgia	24	1
Custer Battlefield National Monument, Montana	25	1
Death Valley National Monument, California and Nevada	100	3
Denali National Park and Preserve, Alaska	125	2
Edison National Historic Site, New Jersey	25	2
El Morro National Monument, New Mexico	25	1
Eleanor Roosevelt National Historic Site, New York	15	--
Ford's Theatre Nat'l Historic Site, District of Columbia	35	1
Fort Scott National Historic Site, Kansas	30	1
Fort Smith National Historic Site, Arkansas/Oklahoma	10	--
Fort Stanwix National Monument, New York	25	1
Fredericksburg-Spotsylvania County Battlefields Memorial National Military Park, Virginia	150	--

Park Management/Maintenance

Provide Increased Operational Funding to Reduce Eroding Park Operating Bases (Continued)

	$000	FTE
George Rogers Clark National Historical Park, Indiana....	20	--
George Washington Memorial Parkway, Virginia/Maryland.....	80	1
Gettysburg National Military Park, Pennsylvania.....	82	2
Hampton National Historic Site, Maryland.....	10	--
Hawaii Volcanoes National Park, Hawaii.....	25	--
Homestead National Monument of America, Nebraska.....	15	1
Hopewell Furnace National Historic Site, Pennsylvania.....	40	--
Isle Royale National Park, Michigan.....	50	2
John Day Fossil Beds National Monument, Oregon.....	15	1
Joshua Tree National Monument, California.....	200	4
Lake Mead National Recreation Area, Nevada/Arizona.....	200	3
Lincoln Home National Historic Site, Illinois.....	100	3
Manassas National Battlefield Park, Virginia.....	47	--
Martin Luther King, Jr. National Historic Site, Georgia...	14	1
Morristown National Historical Park, New Jersey.....	100	3
Mount Ranier National Park, Washington.....	208	5
Navajo National Monument, Arizona.....	10	--
North Cascades National Park, Washington.....	99	2
Olympic National Park, Washington.....	204	5
Oregon Caves National Monument, Oregon.....	27	2
Organ Pipe Cactus National Monument, Arizona.....	10	--
Pea Ridge National Military Park, Arkansas.....	20	--
Petersburg National Battlefield, Virginia.....	53	2
Pictured Rocks National Lakeshore, Michigan.....	20	--
Pipestone National Monument, Minnesota.....	7	1
President's Park, District of Columbia.....	60	2
Prince William Forest Park, Virginia.....	125	--
Richmond National Battlefield Park, Virginia.....	20	--
Roger Williams National Memorial, Rhode Island.....	41	2
Sagamore Hill National Historic Site, New York.....	36	2
Saint-Gaudens National Historic Site, New Hampshire.....	83	4
Salinas National Monument, New Mexico.....	60	2
San Juan Island National Historical Park, Washington.....	30	1
Saratoga National Historical Park, New York.....	21	--
Saugus Iron Works National Historic Site, Massachusetts...	53	1
Scotts Bluff National Monument, Nebraska.....	60	1
Sequoia National Park, California.....	50	--
Saint Croix National Scenic Riverway, Wisconsin/Minnesota.	150	4
Theodore Roosevelt Birthplace National Historic Site, New York.....	16	--
Theodore Roosevelt Inaugural National Historic Site, New York.....	16	--
Tonto National Monument, Arizona.....	48	--
Tumacacori National Monument, Arizona.....	10	--
Virgin Islands National Park, Virgin Islands.....	115	3
Voyageurs National Park, Minnesota.....	60	2
White Sands National Monument, New Mexico.....	10	--

Park Management/Maintenance

Whitman Mission National Historic Site, Washington.....	10	--
Yosemite National Park, California.....	850	4
Zion National Park, Utah.....	180	4
Total	4,919	106

Distribution of change by object class

The object class detail for the proposed $23,399,000 increase and 238 FTE's is as follows:

Object Class	FTE	Amount
Personnel services	+238	+4,687,000
Personnel benefits		+729,000
Travel and transportation of persons		+30,000
Transportation of things		+115,000
Communications, utilities and other rents		+65,000
Printing and reproduction		+45,000
Other services		+14,844,000
Supplies and materials		+1,691,000
Equipment		+767,000
Lands and structures		+426,000
Total	+238	+23,399,000

Justification of Program and Performance

Activity: Park Management
Subactivity: Resources Management

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Current Law:						
Cultural Resources Management	($)	61,236	60,375	62,166	64,566	+2,400
	(FTE)	(1,031)	(1,031)	(1,027)	(1,051)	(+24)
Natural Resources Management	($)	65,794	64,923	64,945	67,035	+2,090
	(FTE)	(989)	(989)	(986)	(1,027)	(+41)
Total Requirements	($)	127,030	125,298	127,111	131,601	+4,490
	(FTE)	(2,020)	(2,020)	(2,013)	(2,078)	(+65)
Proposed Law:						Inc/Dec from Current Law
America the Beautiful	($)				[138,884]	[+7,283]
	(FTE)				[(2,096)]	[+18]

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Resources Management	127,030	-1,732	125,298

This reduction will be accomplished by deferring some management actions, such as visitor use restrictions, land use zoning, patrol, planning, and work with other agencies and State Governments, which are designed to protect or enhance specific park resources, and some research and studies on specific resource problems and issues.

Authorization

16 U.S.C. 1 The National Park Service Organic Act

Park Management/Resources Management

Objectives

To conserve and perpetuate the cultural and natural resources of the National Park System and thereby contribute to the enjoyment of, and appreciation by, this future generations.

Cultural Resources Management

Two hundred and one, or 57 percent, of the 355 units in the National Park System are managed specifically as cultural areas. In addition, many other units, such as Yellowstone National Park, Yosemite National Park, and Mount Rainier National Park, as well as recently added units in Alaska contain major cultural resources. These include prehistoric and historic period archeological sites and ruins, structures, landscapes, and park museum collections, (including archeological, ethnographic, and historic objects, archives, and natural history specimens; and ethnographic resources associated with Native American and other contemporary communities).

Resources management encompasses a broad range of activities conducted to inventory, evaluate, preserve, protect, and maintain the resources in such a way as to perpetuate their existence and to allow for their appreciation and understanding by the public.

In fiscal year 1987, the National Park Service completed Cultural Resources Assessments and Action programs for each Region. This effort provided for the first time a comprehensive assessment of the numbers, significance, condition, documentation needs, and susceptibility to impacts of known cultural resources. These data were compiled into a Systemwide Resources Summary and Action program, an update of which will be initiated in 1991.

The Regional assessments indicated that many of our important archeological sites, historic and prehistoric structures, and collections were in good condition and received regular and appropriate preservation treatment. Other resources were, however, at risk because of various activities both within and beyond park boundaries. Of 36,700 known sites, 27 percent were in good condition, 9 percent were fair, 5 percent were in poor condition, and 59 percent were not been evaluated. Of 15,300 identified structures, 31 percent were in generally good condition, 40 percent were in fair condition, 14 percent were in poor condition, and the condition of 15 percent was not been evaluated. For the subset of nationally significant structures, 32 percent were in good condition, 47 percent were in fair condition, 13 percent were in poor condition, and the condition of 8 percent was unknown. Of the 25.6 million objects, 36 percent were in excellent or good condition, while half were in fair or poor condition, and only 14 percent in unknown condition.

Examples of problems included erosion, vandalism, illegal removal of artifacts, lack of adequate storage and care of park museum collections, and weather and air pollution which threaten the integrity of structures and archeological sites. The assessments also indicated that resources can be impacted through inadequate attention to stabilization, maintenance and repair of significant structures,

or failure to monitor the resource to correct improper use or change in its condition.

Resources can also be threatened through the lack of basic resource information needed to recognize resources for planning, protection, management, and interpretive programs. The majority of the 13,946 nationally significant sites had good or fair documentation. Documentation needs for the nearly one-half of identified sites that had poor documentation were varied and included identification and evaluation studies, treatment studies, and resource overview and assessments. Of the 15,300 identified structures, fewer than 25 percent had good documentation. Historic structure documentation needs included condition assessments, preservation maintenance guides, and vegetation management plans (identification, evaluation, and treatment of vegetative growth). Of the approximate 25.6 million museum objects, about 60 percent remained to be cataloged by the end of 1990. Other documentation needs included Historic Resource Studies, Collection Condition Surveys, and Collection Management Plans in more than half the parks.

Base funding for the Cultural Resources Management program is distributed as follows:

1. Park Operating Programs..... $36,661 661 FTE

Cultural resources management at the park level includes resources inventory and resource maintenance and preservation. Accordingly, parks budget for basic cultural resource inventories, routine preservation maintenance, and expenses for program planning and management.

The National Park Service cultural resource inventories locate and evaluate the cultural resources of the parks. This establishes managerial responsibility for a cultural resource base; provides the basic information necessary for park facility planning and development proposals, including information necessary to comply with environmental and historic preservation mandates; and provides the basic information used to determine appropriate and cost-effective strategies for managing, preserving, maintaining and interpreting those cultural resources.

Inventory systems are built from: (a) field surveys to discover, record and determine the cultural associations of ethnographic resources and archeological sites; (b) historic studies to determine the significance of historic period sites and structures; (c) historic structures surveys to determine resource condition and preservation needs; and (d) cataloging of park collections. The Servicewide inventory systems built from this data include the following:

Cultural Resources Management Bibliography: A centralized inventory of all reports that address park cultural resources, a valued bibliography for planning, research, and interpretive purposes.

Park Management/Resources Management

List of Classified Structures: A centralized inventory (approximately two-thirds complete) of all historic and prehistoric structures having archeological, historical, and/or architectural/engineering significance.

Cultural Sites Inventory: A partially completed inventory of archeological and ethnographic sites existing in each park. The design and development of an automated Cultural Sites Inventory will be an ongoing priority project in 1990.

National Catalog of Museum Objects: An inventory of all museum collections managed by the National Park Service. It is used for planning and research, especially with historical, ethnographic, and natural history collections. Regional assessments indicate that many collections remain uncataloged.

Information from the inventories is essential in preparation of Resource Management Plans which guide the management and preservation of cultural resources in each park. Inventory related priorities set in the Servicewide and Regional Cultural Resources Summary and Action Programs include: (1) providing for minimal levels of archeological survey in all parks and complete archeological overviews and assessments where required; (2) completing Historic Resource Studies in 171 parks and providing for National Register documentation as appropriate; (3) completing Collection Condition Surveys and Management Plans in 181 parks; (4) undertaking ethnographic overviews and assessments to identify relationships with Native Americans and other ethnic groups associated with park resources; and (5) preparing cultural landscape reports to identify, evaluate, and determine appropriate management options.

Cultural resource preservation and maintenance ensures that cultural resources receive the care necessary to perpetuate their existence. Although much of this work is done at the park level, it is supplemented in a major way by Regional and Servicewide funding, especially for major project work. The Cultural Resources Summary and Action programs identified a number of issues and required actions important to adequate preservation, and maintenance of cultural resources. The first is to ensure that regular and cyclic preservation maintenance activities associated with cultural structures, sites and museum objects are completed when needed.

The second is to monitor environmental factors and visitor activities to obtain warnings of potential threats to resources, to determine resource preservation requirements, or to take corrective action. This includes installation of environmental monitoring and control equipment as well as fire detection and suppression systems in museum storage areas.

Completing preservation projects to bring cultural resources to a condition where routine or cyclical preservation maintenance will perpetuate the resource is the third priority. This includes stabilizing threatened resources; correcting museum storage facility deficiencies; and cleaning, repointing, and preserving outdoor sculpture.

Finally, priority is given to developing professional requirements and written guidelines for operational or project work to conserve the basic resource. Initiatives include continued work on development and implementation of a historic structure assessment system for evaluating the integrity and physical condition of structures, and prescribing and scheduling treatments; and developing and implementing guidelines for archeological site preservation and treatment.

The preservation and maintenance work is carried out by personnel who have had technical or craft training and experience in the special skills necessary to monitor, maintain, and preserve cultural resources. Park technicians, maintenance personnel or contractors carry out the work in accordance with written guidelines developed by cultural resource specialists. Complex preservation work is done under supervision by professional staff from the Regional Office or under contract. Work includes such tasks as condition surveys, cleaning furnished historic structures, stabilizing prehistoric Indian ruins, repainting weathered historic buildings, replacing roofs, cleaning exhibits, inspecting collections for pest damage, designing, installing, and maintaining security and fire detection systems, treating museum objects, and monitoring structural movement. A training program is conducted as it is essential to providing the necessary skills to resource management experts and others who care for cultural resources.

2. Regionwide Programs..... $13,979 280 FTE

Funds budgeted at the Regional Office generally are programmed to meet recurring requirements outlined above: basic resource inventories, plans, and other management documents; for cyclic preservation maintenance; and for program coordination and support. Limited funding and staff for cultural resources management at the park level make this arrangement the most efficient way to meet cultural resource management objectives in parks. Cultural resource specialists (curators, archivists, anthropologists, historians, and historical architects) at the Regional Offices and Denver Service Center carry a major share of the inventory, preservation maintenance workload for parks which do not have the personnel or funding to do so. Contract work frequently augments Regional staff or is used to acquire special expertise. Regional funds also cover the cost of the cultural resources preservation centers in certain Regions. The centers, also staffed by cultural resource specialists, support the cultural resources management objectives of the National Park Service through a comprehensive program of research, project supervision, technical assistance, management planning, and centralized curation of museum objects.

The Cultural Cyclic Maintenance program is a Park Service component of the infrastructure initiative, "Legacy 99", proposed by the Department of the Interior in FY 1991. To celebrate the 150th anniversary of the Department of the Interior and to leave a legacy to the Nation as it enters the 21st century, this initiative provides funding for repairing and rehabilitating the cultural facilities of the National Park Service.

Park Management/Resources Management

The distribution of funding for Regional cultural resources management activities is as follows:

	($000's)	FTE
a. Program Coordination and Support	$2,704	70
b. Cyclic Preservation and Maintenance	7,429	--
c. Regional Cultural Resources Centers	3,846	210
Midwest Archeological Center	(322)	(33)a/
North Atlantic Cultural Resources Center	(313)	(38)a/
Southeast Archeological Center	(493)	(18)
Southwest Cultural Resources Center (Includes Submerged Cultural Resources Unit)	(1,260)	(64)
Western Archeological and Conservation Center	(884)	(39)
Southeast Cultural Preservation Center	(574)	(18)

a/ Most FTE supported by project funds from other sources.

3. Servicewide Programs ..... $11,526 86 FTE

a. Cultural Resources Preservation Program ..... [$5,880] [-- FTE]

This program provides funds for urgent stabilization and preservation work on archeological and historic sites, historic and prehistoric structures, cultural landscapes, and museum objects, and maritime resources. Funds are also used for archeological surveys, ethnographic studies, history studies, the preparation of management studies, object cataloging, historic structure preservation plans, and other research, planning, and data collection activities. In 1990 it is estimated that this program will fund approximately 100 projects (67 ongoing and 33 new starts) of which an estimated 25 percent will be for archeological site inventory, evaluation, and treatment, 22 percent to museum collection management, 32 percent to historic structure and landscape preservation projects, 15 percent to historic resource studies and administrative histories, and 6 percent to ethnographic resource studies.

b. Artifact Preservation/Collection Management ..... [$2,500] [32 FTE]

Servicewide funding is included to pursue the cataloging of the backlog of uncataloged museum objects, which was estimated to be 25.6 million objects in 1986. Funding in 1988 and 1989 allowed the Service to catalog approximately 6.9 million objects. The Service estimates it will catalog an additional 2.0 million objects in 1990. Continued funding will allow this cataloging effort to be completed by the year 2000. Congress also added $300,000 to assist in cataloging at the Frederick Law Olmstead National Historic Site, funding which has been added to the base of that park.

Park Management/Resources Management

c. Cultural Resource Monitoring--Acid Rain..... [$720] [-- FTE]

The National Park Service has begun to monitor significant cultural resources to study the effects of acid rain on material deterioration. The specific objectives of this program are to assess the effects of environmental damage on marble, limestone and bronze used in the construction of historic and prehistoric structures and monuments. Through monitoring selected buildings and monuments in national parks, the Service will develop a base of information on materials deterioration and treatments that will be transferable to aid in the maintenance and protection of historic buildings and monuments.

d. Archeological Resources Protection Program..... [$500] [20 FTE]

Consistent with the Archeological Resources Protection Act, in FY 1990 Congress added funding to Resources Management to improve protection for archeological resources. This funding is used by the Park Service in 15 park units to enhance protection programs. Also, in concert with other Federal agencies and the Society for American Archaeology, the Service will use some funds for related training and research purposes.

e. National Institute for Conservation of Cultural Resources ..... [$500] [-- FTE]

Congress has provided funding to support the National Institute for Conservation of Cultural Resources and fund the preparation of a comprehensive report on progress in designing a national strategy for care of cultural resources and to make specific recommendations to assure the conservation of the national patrimony.

f. Program Direction and Support..... [$1,426] [34 FTE]

Funds budgeted under this category are used for salary and support costs for specialists in the Washington Office who provide overall program development, coordination, and direction of the cultural resources management activities of the National Park Service. This includes funding for the National Maritime initiative.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	62,166	64,566	+2,400
(FTE)	(1,027)	(1,051)	(+24)

The Service is requesting an increase of $2,400,000 and 24 FTE's in Cultural Resources Management as follows:

Park Management/Resources Management

1. Artifact Storage, Protection and Safety ..... $1,600 -- FTE

In 1986 the National Park Service issued revised standards for storage, environmental control, security, and fire protection for museum collections and a park-by-park assessment was completed of actual conditions relative to these standards. The assessment indicated one or more deficiencies in 294 park units that would cost an estimated $28.5 million to correct. These needs include new or rehabilitated storage facilities, new storage systems, and engineering and collections management studies to plan corrective systems. A report on these findings was submitted with the 1988 budget as requested in House Report 99-714 on P.L. 99-500 and P.L. 99-591. Based on existing data about the storage, environmental control, security, and fire protection needs, the proposed $1.6 million combined with other available funding sources, such as the Repair/Rehabilitation program, should enable the National Park Service to bring conditions in all parks up to standard by the year 2000.

2. Provide Increased Cultural Resource Funding to New Park Areas ..... $998 13 FTE

Increases in funds and positions for Cultural Resources Management, described in the section entitled "Analysis of Special Park Increases," are requested for the following newly created areas:

	$000	FTE
Jimmy Carter National Historic Site, Georgia	25	1
Poverty Point National Monument, Louisiana	80	1
San Francisco Maritime National Historical Park, California	792	8
Steamtown National Historic Site, Pennsylvania	53	1
Zuni-Cibola National Historical Park, New Mexico	48	2
Total	998	13

3. Provide Increased Cultural Resource Funding to Developing and Expanding Park Areas ..... $120 3 FTE

Increases in funds and positions for Cultural Resources Management, described in the section entitled "Analysis of Specific Park Increases," are requested for the following developing or expanding areas:

	$000	FTE
Fort Union Trading Post Historic Site, North Dakota	35	1
Klondike Gold Rush National Historical Park, Alaska	30	1
Salem Maritime National Historic Site, Massachusetts	20	1
San Antonio Missions National Historical Park, Texas	35	--
Total	120	3

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4. Provide Increased Cultural Resource Funding to Reduce Eroding Park Bases ..... $216 8 FTE

Increases in funds and positions for Cultural Resources Management, to help reduce the erosion of park operating bases, described in the section entitled "Analysis of Special Park Increases," are requested for the following areas:

	$000	FTE
Adams National Historic Site, Massachusetts	7	1
Biscayne National Park, Florida	30	1
Fort Scott National Historic Site, Kansas	20	1
Fort Union National Monument, New Mexico	15	1
John Day Fossil Beds National Monument, Oregon	28	1
Sagamore Hill National Historic Site, New York	23	1
Salinas Pueblo National Monument, New Mexico	40	1
Saratoga National Historical Park, New York	22	1
Saugus Iron Works National Historic Site, Massachusetts	6	--
Tumacacori National Monument, Arizona	25	1
Total	216	8

5. Eliminate Funding for National Institute for Conservation of Cultural Resources ..... -$500 -- FTE

Federal support for the National Institute for Conservation of Cultural Resources is not requested in fiscal year 1991. Given the need to limit Federal expenditures, support for this non-Governmental organization has a lesser priority relative to maintaining services and protecting resources in units of the National Park System. Private contributions can be used to fund support for the Institute.

6. Fund Collections Management Program at Post-sequestration Level ..... -$34 -- FTE

This decrease would result in the collections management program being level-funded at the FY 1990 post-sequestration level. Enactment of the America the Beautiful program would result in an increase above this level for this program.

Natural Resources Management

One of the missions of the National Park Service is to protect and preserve the natural resources of the parks--wildlife, vegetation, habitat, air quality, scenic vistas, water resources, solitude and wilderness values. Many of these park resources are increasingly at risk because of threats from activities both within and external to park boundaries: poaching, oil and gas development,

trespass cattle, air pollution, geothermal development, placer mining, clear cutting, strip mining, construction of dams and other water diversion structures, loss of water rights, aircraft intrusions, and so forth. Some parks have become isolated ecological islands as surrounding natural areas are developed, often right up to park boundaries. The Service has responded by developing park, Regional, and Servicewide programs that are built on a systematic, research-based approach to addressing these problems.

Base Program

1. Park Operating Programs ..... $34,117 735 FTE

Natural resource management at the park level is based on the development and periodic updating of park Resource Management Plans which document all of the monitoring, and research activities that are underway or planned for that park to address its resource management issues or problems. Basic program objectives for all parks, reflected in Resource Management Plans, are to:

Conduct research and studies to provide management with information to make proper decisions pertaining to resource protection, preservation, rehabilitation or restoration, and interpretation;

Collect and analyze resource base information to help determine baseline condition and to detect changes over time or to help relate environmental quality to factors producing changes;

Implement resource management actions to sustain the existing form and integrity of the natural system or system components;

Restore or rehabilitate altered resources to a more functional or natural state (e.g., control of non-native species, reintroduction of native species, site/landscape/habitat restoration); and

Mitigate the impact of visitor and other human uses on park resources through the patrol, enforcement, and provision of public information.

Funds are programmed at the park level to provide the staff, supplies, materials and related services to implement the actions tied to these objectives. Implementing activities are prioritized and a portion is funded each year. Major categories of park resource management issues include: lack of basic park natural resources information; resource degradation due to introduction of exotic/non-native species; impacts resulting from development and urbanization; resource degradation and loss due to consumptive uses; visitor impacts on park natural resources; air quality--visibility impairment and biological impacts; and water quality and quantity problems in parks. Funding for the continuing Yellowstone wolf reintroduction studies is included in these funds.

2. Regionwide Programs..... $11,453 131 FTE

a. Natural Resource Programs..... [$8,272] [108 FTE]

Park Management/Resources Management

The Regional natural resource programs provide parks with essential services, expertise, and funding for one-time or cyclic projects that are not available in the individual park units. Many of these research and mitigation projects benefit several parks with common problems. Major priorities of the Regional programs are:

To provide for training, technical assistance, technology transfer, and administrative services for parks in the area of science and resource management;

To aid parks in the scoping and identification of natural resource management issues requiring research or study and to provide the needed expertise and/or funding when it is not available in those areas;

To provide for expertise or funding of one-time or cyclic restoration of natural systems in individual parks; and

To assist in natural resource planning in the parks and provide for interagency coordination functions.

These activities assist management in setting program priorities, allocating resources, initiating mitigation programs, solving short-term problems, and evaluating development alternatives. By programming for these activities at the Regional level, the Service is able to shift funds from park-to-park as projects are completed and/or priorities change in response to unanticipated events.

b. Alaska Mining and Minerals Program..... [$3,181] [23 FTE]

The base level includes staff and funds to implement applicable laws and regulations governing mining activity in Alaska Region parks. By court order, the Service is required to properly process plans of operation for mining in Alaska Region parks and is preparing environmental assessments to support decision making on whether those operations will contribute to cumulative environmental impacts. This is a major workload as Alaska Region parks contain 82 percent of all mining claims in the System.

In 1990 the Service will complete court-ordered environmental impact studies on mining activities in Denali National Park and Preserve, Wrangell-St. Elias National Park and Preserve, and Yukon-Charley Rivers National Preserve. The proposed action in these studies is to acquire all valid mining claims in the three park units. The number of claims for potential acquisition total 1,531, although 1,003 are unpatented and subject to a validity examination to see if acquisition is required. If there is a valid claim, then it must be addressed as part of the land acquisition program for these areas. The validity exam given to these unpatented mining claims includes a field examination, sample analysis and mineral report preparation. Approximately 900 claims have yet to be

examined; full acquisition needs will not be known until this process is completed on the unpatented claims. In 1990, Congress added $500,000 to address this problem and especially to speed up the validity analysis for the unpatented claims in the Kantishna Mining District.

3. Servicewide Programs ..... $19,375 120 FTE

a. Natural Resource Preservation Program ..... [$7,631] [-- FTE]

Funding is used primarily to address a variety of significant natural resource research, monitoring, and mitigation problems in units of the National Park System. Projects focus on completing basic inventories of park resources, setting up long-term monitoring programs so that adequate early warning systems are developed for the protection of threatened natural resources, and correcting known natural resource problems. In fiscal year 1989, 68 ongoing projects and 6 new projects were funded; in fiscal year 1990, it is estimated that 40 ongoing and as many as 23 new projects will receive funding from this program. In addition, the program provides support for the Natural Resources Trainee program.

b. Air Quality Program..... [$5,300] [-- FTE]

The Clean Air Act assigns the National Park Service the responsibility for protecting air quality and related values in 48 national park areas designated as "class I" or essentially pristine air quality areas. This designation permits little deterioration of air quality and imposes strict protection of air quality related values. Base funds are used to develop and support a monitoring network in 48 parks designated as "class I" areas and 17 "class II" areas with significant air pollution concerns. The network, for monitoring gaseous pollutants, visibility, and/or fine particles, grew from 41 Park Service units in FY 1985 to 72 in FY 1989; during that time, gaseous pollutant monitoring sites increased from 21 to 45 and particulate monitoring sites increased from 31 to 44. Monitoring includes the use of transmissometers to measure visibility parameters, still and time-lapse photography to document the visibility of park vistas, and ambient air monitors to measure fine particulate, ozone, and sulfur dioxide. Emphasis in 1990 will be on analyzing data and developing strategies for future operation of the network.

Base funds are also used to monitor the incidents of severity of air pollution effects on vegetation, to establish species sensitivity to air pollution (injury and damage thresholds), and to establish margins of safety necessary to prevent adverse air pollution effects on those biological resources. These data are used by NPS, EPA, States, and private industry to analyze the impact of proposed new industrial developments on park areas, to establish cause and effect relationships of air pollution on park resources, and to develop long-range strategies

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for protecting the natural and cultural resources of park areas. The Service also uses the information from the air quality monitoring program in interpretive programs to further the public's understanding of critical resource issues.

The Air Quality program also monitors wet deposition as a part of the Park Service research program on acid rain. This program of research results from Park Service participation in the Interagency Task Force on Acid Precipitation, which was established under title VI of the Acid Precipitation Act of 1980. Through this program the Service has begun to inventory and monitor significant ecosystems for the effects of acid rain. The objective of this particular portion of the acid rain research program is identify and monitor the occurrence of acid rain in the 18 parks that were part of the National Acid Precipitation Assessment Program's wet deposition network of monitoring sites in the United States.

c. Servicewide Program Support..... [$3,137] [77 FTE]

The funds cover personnel and related expenses for scientific and natural resource management staff expertise and program guidance. Staffing, technical assistance, and policy guidance are provided to the Regions and parks in several disciplines, including air quality, acid rain, water quality, and vegetation and wildlife management. Program direction is also provided on Servicewide nationally significant issues such as global climate change, acid rain, and biodiversity.

d. Mining and Minerals Management Program.....[$1,518] [28 FTE]

These funds cover personnel and expenses for the policy, regulatory and technical experts on Mining and Minerals Management for the Service. This staff develop policy guidance for protecting parks from internal and external mineral development, coordinate with external mineral leasing and development agencies, provide technical and policy review and oversight of plans of operation and related environmental documents, review planning documents involving minerals development, maintain an accurate data base of impacts on Park Service units, and provide training to Field managers. Approximately 30 NPS units have internal mineral development and 150 units have mineral development near their boundaries that currently or potentially affect park resources and visitors.

e. Geographic Information Systems Program .....[$572] [10 FTE]

The Geographic Information System program of the National Park Service supports the needs of individual parks and organizations in the development and use of geographic information systems technology, including remote sensing and digital cartography. A staff of professionals in Denver, Colorado, use remote sensing data, including Landsat and aircraft multispectral scanner and thematic mapper data, to develop or assist parks in database construction. They also develop database standards, assist in the acquisition of hardware (UNIX operating system), acquire and adapt public domain software and coordinate

extensively with other bureaus and agencies to facilitate data acquisition and coordination of GIS activities. In FY 1991 the base program is focused on the support the 24 existing GIS systems in parks and the other 16 GIS park databases housed with the GIS Division. The division aids the 16 parks in the use of their data bases and provides assistance to the other 24 parks wherever assistance is needed to improve or enhance their systems (hardware or software), their databases, and their applications in support of management.

Examples of current GIS applications in the Park Service include:

Predicting gypsy moth defoliation patterns in Shenandoah National Park.

Determining the resource values-at-risk in real-time fire decisions in Yosemite National Park.

Determining the relative value to grizzly bears of various habitats in Yellowstone National Park.

Determining the area outside of Antietam National Battlefield that can be seen from interpretative view points inside the park to aid State and local land protection planning and zoning.

f. Servicewide Fire Management Program .....[$467] [5 FTE]

This program provides coordination and oversight of fire management planning, wildland fire suppression and presuppression activities in the National Park Service including training expenses, and Park Service participation in the programs of the Boise Interagency Fire Center on a "fair-share" cost basis for such services as logistical support, warehouse operations, training, ADP support, and technology transfer.

g. Aircraft Overflight Research Program .....[$750] [-- FTE]

This program addresses the issues related to aircraft overflight of parks. P.L. 100-91 requires the Service to conduct studies at a minimum of 11 park areas to ascertain the impact of aircraft sound on park visitors and resources, determine the appropriate minimum altitudes for aircraft overflying Park Service areas and develop recommendations for legislative and regulatory action. The Service is required to submit a report to Congress by August 18, 1990.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	64,945	67,035	+2,090
(FTE)	(986)	(1,027)	(+41)

Park Management/Resources Management

The Service is requesting a net increase of $2,090,000 and 41 FTE's for Natural Resources Management as follows:

1. Global Change Research ..... $3,000 26 FTE

Climate models project a mean annual global temperature rise of 1.5 to 4.5 degrees centigrade by about the year 2050 because of increases in atmospheric "greenhouse" gases. Related rises in sea level and changes in regional temperature and precipitation patterns will impact biotic systems and their genetic resources and manmade facilities and artifacts.

The Park Service, in cooperation with other agencies, academic institutions, and conservation organizations, proposes to develop and implement an integrated inventory and monitoring program focused on seven or eight parks, mostly biosphere reserves, within the twelve representative biogeographical areas comprising Park Service lands, to study global climatic change. Eighteen Park Service programs, comprised of the park, Regional and Servicewide programs described as part of the base, have already been recognized by the Committee on Earth Sciences (CES) as contributing activities to five of the seven scientific elements used in developing the FY 1990 U.S. Global Change Research program: ecological systems and dynamics; human interactions; earth system history; solid earth process; and bio-geochemical dynamics. These programs will be developed as the basis for the integrated inventory and monitoring of the likely physical, chemical, and biological indicators of global change.

A portion of this funding will be for Department of the Interior research and studies to examine the social, environmental, and economic consequences of global change, and of any actions dealing with such change, as related to Interior decisions and policies for the land and resources for which it has stewardship responsibility.

National Park System units are in a position to serve as important laboratories in the national effort to evaluate global climate change because they are pristine areas located where global circulation models predict either significant changes in temperature and precipitation or impacts associated with an expected rise in sea level. In addition, many park units contain relic communities, high elevation communities, ecotones, and species populations likely to be particularly sensitive to climate change or the interaction of climate change with air pollutants, acid deposition, habitat fragmentation, and other factors. Consequently, the studies proposed by this initiative can provide critical information to understanding the problem as well as how park ecosystems and genetic resources will be effected. Increased research will provide the scientific basis for an informed management response.

Park Management/Resources Management

2. Increase Natural Resource Funding for New Park Areas ..... $118 1 FTE

Increases in funds and positions for Natural Resources Management, described in the section entitled "Analysis of Special Park Increases," are requested for the following newly created areas:

	$000	FTE
Poverty Point National Monument, Louisiana	100	1
Zuni-Cibola National Historical Park, New Mexico	18	--
Total	118	1

3. Provide Natural Resource Funding for Developing or Expanding Areas ..... $291 6 FTE

Increases in funds and positions for Natural Resources Management, described in the section entitled "Analysis of Special Park Increases," are requested for the following developing or expanding areas:

	$000	FTE
Big Cypress National Preserve, Florida	200	4
Fossil Butte National Monument, Wyoming	45	1
Kenai Fjords National Park	46	1
Total	291	6

4. Provide Increased Natural Resource Funding to Reduce Eroding Park Bases ..... $372 13 FTE

Increases in funds and positions for Natural Resources Management, to help reduce the erosion of park operating bases, described in the section entitled "Analysis of Special Park Increases," are requested for the following areas:

	$000	FTE
Baltimore-Washington Parkway	20	1
Catoctin Mountain Park	13	1
Coronado National Memorial	12	1
Death Valley National Monument	100	3
Eleanor Roosevelt National Historic Site	35	1
John Day Fossil Beds National Monument	27	1
Minute Man National Historical Park	15	--
Nez Perce National Historical Park	25	1
Saratoga National Historical Park	25	1
Yellowstone National Park	100	3
Total.....	372	13

Park Management/Resources Management

5. Eliminate Funding for Aircraft Overflight Research Program ..... -$750 --FTE

The Service proposes to eliminate the separate funding provided for Aircraft Overflight Studies. Instead, this research is appropriately funded by the Natural Resources Preservation program, and is proposed as a part of the America the Beautiful program.

6. Eliminate Separate Funding for the Boise Fire Center ..... -$467 -5 FTE

The Service proposes to eliminate funding for the National Park Service portion of the Boise Fire Center since all fire operations are now funded by the Interior-wide Firefighting account as reflected in the FY 1991 Justification for the Bureau of Land Management.

7. Reduce Funding for Alaska Mining and Minerals Program ..... -$250 --FTE

The Service proposes to reduce the FY 1990 congressional add-on for Alaska Mining and Minerals by $250,000, the amount that was needed to speed-up validity examinations on unpatented mining claims in the Kantishna Mining District during 1990.

8. Reduce Natural Resource Programs in America the Beautiful Programs to Post-sequestration Level ..... -$224 -- FTE

This decrease would result in natural resource programs being level-funded at the FY 1990 post-sequestration level. Enactment of the America the Beautiful program would result in an increase above this level for this program.

Distribution of total increase for Resources Management by object class:

The object class detail for the proposed $4,490,000 increase and 65 FTE's is as follows:

Object Class	FTE	Amount
Personnel services	+65	+$2,275,000
Personnel benefits		+660,000
Transportation of persons		+260,000
Other services		+916,000
Supplies and materials		+154,000
Equipment		+225,000
Total	+65	+$4,490,000

Park Management/Resources Management

Proposed Law: America the Beautiful
Changes to Current Law Request Resulting from Proposed Legislation

Increase from 1990 Current Law Request
(dollars in thousands)

		FY 1991 Curr Law	FY 1991 Proposed Law	Inc (+) Dec (-) from Curr. Law
Regional Science Programs	($)	8,160	12,000	+3,840
	(FTE)	(109)	(117)	(+8)
Natural Resource Preservation Program	($)	7,527	10,000	+2,473
	(FTE)	(--)	(--)	(--)
Geographic Information Systems Program	($)	564	1,500	+936
	(FTE)	(10)	(20)	(+10)
Artifact Preservation/ Collections Management	($)	2,466	2,500	+34
	(FTE)	(32)	(32)	(--)
Total	($)	18,717	26,000	+7,283
	(FTE)	(151)	(169)	(18)

To carry out the President's program of strengthening and preserving the nation's natural resources, the National Park Service proposes additional funding as part of the America the Beautiful initiative. In the area of resources management, this Presidential initiative coincides with the Director's program to strengthen several science and research activities.

1. Regional Science Funding Increase..... $3,840 8 FTE

To aid science and resource management at the park level, a funding increase is proposed for priority natural resource management needs, research needs, and park science support such as those identified in the 1987 Natural Resources Assessment and Action Plan: defining and monitoring resource conditions, controlling or mitigating the impacts caused by non-native species, mitigating the effects of development and urbanization beginning to surround parks, controlling or mitigating the effects of permitted consumptive uses, and addressing the impacts of visitor use, and the impairment of air, water, and other resources. With limited funding available, cyclic project funding and support to parks from the Regional Science Program is the most effective way to provide short-term project funding to parks and also address Regional science priorities. Also, the availability of scientific expertise at the Regional level, unavailable except in the very largest parks, can provide the necessary oversight to ensure proper objectives and project design.

Park Management/Resources Management

Due to effects beyond parks such as development, urbanization, consumptive uses, pollution in many forms, and increasing use inside parks, increasingly complex decisions are required concerning management options within the parks. Furthermore, there is a growing awareness that parks do not contain whole ecosystems; activities beyond park boundaries, especially within the same ecosystem, effect park resources. More and improved scientific work is needed to understand these complex ecosystems and guide cost-effective management strategies; small investments in science will make management efforts far more effective. The funding will be directed to studying specific park resource issues, increased efforts in inventory and monitoring the condition of specific park resources, and to other priority research and resource management on such things as exotic species control, endangered species, or fire-related research.

Part of this funding will go to support resources management in the Alaska Region. With two-thirds of the land area in the National Park System but with barely 3 percent of the budget, the Alaska Region lacks adequate funds and resource management personnel to manage these units effectively. Although these areas are relatively pristine, they are not resistant to some of the potentially adverse consumptive uses that are permitted under the Alaska Native Interests Lands Claims Acts (ANILCA). Priority for the expenditure of these funds includes increased funding support for existing research and resources management positions in Alaska parks--supplies, materials, travel, temporary technical assistance and aircraft time; and increased special program and project funding at the Regional level for contracted studies through various Governmental agencies, university offices and other contractors for specialized services.

2. Natural Resource Preservation Program..... $2,473 -- FTE

The Park Service proposes a substantial increase in the Natural Resources Preservation Program to help reduce the backlog of unfunded Natural Resource Management project workload in parks and to address the issues related to aircraft overflight of parks. P.L. 100-91 requires the Service to conduct studies at a minimum of 11 park areas to ascertain the impact of aircraft sound on park visitors and resources, determine the appropriate minimum altitudes for aircraft overflying Park Service areas and develop recommendations for legislative and regulatory action. Funded at $200,000 in FY 1989 and $740,000 in 1990, this research program will be funded at $1.4 million in FY 1991. Although the Service is required to submit a report to Congress by August 18, 1990, with the exception of studies being completed at the Grand Canyon National Park, the Service will not be able to complete these studies until 1992 due to funding difficulties early in the program.

In addition to the Aircraft Monitoring studies, the proposed funding increase will allow the Service to undertake an additional 8-10 new Natural Resource Management projects in 1991 that will be nominated for funding by the Regional Offices.

Park Management/Resources Management

3. Geographic Information Systems Development..... +$936 10 FTE

Park-based geographic information systems (GIS) are computerized databases that integrate mapped, descriptive, and quantitative data including various resource and incident occurrence (using site coordinates and narrative), and ecological inventorying and monitoring (portraying population dynamics and ecological indices). GIS is a valuable tool which provides a data management framework for inventory and monitoring data and allows assessment of the merits and potential resource impacts of future management options.

Although there are at least 150 parks with significant resource problems that could make effective use of GIS, there are only 24 operational park GIS installations and an additional 16 park databases maintained by the GIS Division. The Service is requesting funding and manpower as part of the America the Beautiful program to automate 5 new park-based GIS databases per year and to provide support for training and hardware, software, and database enhancements for existing systems.

4. Artifact Preservation/Collection Management..... $34 -- FTE

The America the Beautiful Program includes funding to pursue cataloging of the backlog of uncataloged museum objects, which was estimated to be 25.6 million objects in 1986. Funding in 1988 and 1989 allowed the Service to catalog approximately 6.9 million objects. The Service estimates it will catalog an additional 2.0 million objects in 1990. Continued funding will allow this cataloging effort to be completed by the year 2000. This $34,000 increase over FY 1990 funding is to restore the effort to the pre-sequestered level of $2.5 million.

The object class distribution for the proposed increase of $7,283,000 and 18 FTE's is as follows:

Object Class	FTE	Amount
Personnel services	+18	+$630,000
Personnel benefits		+180,000
Travel and transportation		+72,000
Other services		+5,281,000
Equipment		+400,000
Supplies and materials		+720,000
Total	+18	+$7,283,000

Justification of Program and Performance

Activity: Park Management
Subactivity: Informational Publications

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Informational Publications	($)	4,441	4,380	4,447	4,447	--
	(FTE)	(24)	(24)	(24)	(24)	--

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Informational Publications	4,441	-61	4,380

This reduction will be accomplished by delaying and reducing print orders for National Park Service folders and handbooks.

Authorization

16 U.S.C. 1 The National Park Service Organic Act

Objectives

To supply each park with current folders and maps for distribution to visitors at a ratio of one folder for each 10 visitors.

To produce, for sale through the Government Printing Office, inexpensive posters and charts for parks needing such publications to supplement onsite interpretation.

Base Program

Informational Publications Program ..... $4,447 24 FTE

Park publications have been associated with NPS visitor services from the earliest days. Their purpose is to help visitors get around an area on their own as well as to inform them about the purposes, regulations, accommodations, and safety precautions of the park. Safety messages contained in these folders protect the site resources and the Government's interest in the event of tort claims.

Park Management/ Informational Publications

National Park Service publications consist of maps, folders, and site bulletins that help visitors learn about the unique resources of a park through a brief visual reference; and handbooks, Systemwide guides, charts and posters that deal with the park story in greater depth, or through display approaches.

Park folders are supplied free to visitors upon their entrance to most parks. Since these folders are frequently the first contact visitors have with the management of a park, they must be stimulating, comprehensible, and reliable. They contain brief interpretive stories, provide essential safety and tourist information, and serve as a general guide to the park and its surroundings, thus supporting interpretation, visitor services, and resources management. Park managers look upon the informational folders as a management tool that contributes to cost and manpower savings. Park folders save staff time by answering repeatedly asked questions. Folders are used as a basic training aid for new employees, and they provide educational materials for schools, organizations, and special interest groups of all kinds. In addition, they support and encourage tourism from this country and abroad. In 1990, there is increased emphasis given to the development of foreign language folders.

Handbooks and posters are also produced to supplement onsite interpretation. These publications are printed and sold by the Government Printing Office.

All National Park Service publications are prepared by a professional staff at the Harpers Ferry Center, Harpers Ferry, West Virginia. National Park Service publication production during FY 1989 was as follows:

Number of Jobs	Type of Production Job	Copies Printed
240	National Park Folders-All Types	19,071,000 1/
2	General Information Publications	161,000
Total 242		19,232,000

1/ Twelve million folders and the General Information Publications were produced using base funds; the remaining folders were produced using park base funds.

The additional funds provided by Congress for FY 1990 will be used to increase the supply of park folders, expand the foreign language publications, print handbooks already under development, and to produce educational charts for classrooms and library uses. The Service anticipates producing an extra 5,500,000 park folders in FY 1990 to help meet the demand in parks. A recent survey on those services important to park visitors showed that official map-folders were considered the most important and useful media to park visitors, but a shortfall of these map-folders has existed since 1988 when the Service agreed to give a folder to every visitor making a fee payment.

Justification of Program and Performance

Activity: Park Management
Subactivity: International Park Affairs

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted to Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
International Cooperative Programs	($)	422	415	424	424	--
	(FTE)	(12)	(12)	(12)	(12)	(--)
World Heritage Assistance	($)	150	148	180	30	-150
	(FTE)	(--)	(--)	(--)	(--)	(--)
Internationally Shared Resources Program	($)	360	355	330	30	-300
	(FTE)	(--)	(--)	(--)	(--)	(--)
Total Requirements	($)	932	919	934	484	-450
	(FTE)	(12)	(12)	(12)	(12)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted to Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
International Park Affairs	932	-13	919

This reduction will be accomplished by curtailing travel and technical assistance projects to aid the planning and management of parks and equivalent reserves in other countries.

Authorization

16 U.S.C. 1	Park Service Organic Act
16 U.S.C. 470	National Historic Preservation Act, as Amended
42 U.S.C. 4332	National Environmental Policy Act
16 U.S.C. 1537	Endangered Species Act, As Amended

Objectives

To assist the National Park Service in protecting and managing resources shared across international boundaries; to provide training and technical assistance, by request or through treaty provisions, to other nations to aid protection and

management of their national parks and protected areas; and to facilitate the transfer of advances in park and protected area management technology both to and from the United States.

Base Program

The Service responds to directives from the Executive (United States bilateral, environmental and economic agreements) and Legislative (conventions, treaties, and acts) branches of Government to cooperate with other nations, international organizations, other U.S. Departments and agencies, universities, and private organizations and foundations in the enhancement of the world's environment through the protection of outstanding natural and cultural resources and critical habitats.

1. International Cooperative Programs..... $424 12 FTE

The International Park Affairs staff plans, manages, and coordinates the following International Cooperative programs:

a. Training Programs for Foreign Park Professionals: Upon request, the Service provides orientation and training opportunities for foreign professional park officials and staff. Individual training programs are designed and implemented on a wide variety of park management and planning subjects and for various periods of time (1 to 2 weeks up to a year). An estimated 60-65 training programs will be developed and orientation will be provided for 135-150 foreign park professionals.

b. Technical Assistance/Reimbursable Programs:

Agency for International Development Assistance: The Service provides training and management assistance to countries in Africa and Asia on a reimbursable basis through the Agency for International Development (AID). NPS also cooperates with AID in other reimbursable activities designed to provide information, case studies and training to ensure that development projects are designed and executed in a more environmentally sound manner.

Technical Assistance to Peace Corps: On a reimbursable basis, the Service details specialists to the Peace Corps to assist in the development of conservation programs and to provide training and technical information to many of the approximately 600 volunteers working on natural and cultural resource management projects around the globe. The Service has also developed an environmental education training module for presentation to all Peace Corps staff.

Technical Information Assistance: Upon request, the Service provides technical information on park planning and management to foreign national park agencies. A reference collection is maintained, and requests are researched as needed. A data link with the International Union for

Conservation of Nature (IUCN) Protected Areas Data Unit (PADU) is maintained for the purpose of obtaining and updating information on the world's protected areas and systems.

Foreign Currency Program Assistance: Under authority of Public Law 83-480 (Agricultural Trade Development and Assistance Act) and Public Law 93-205 (Endangered Species Act) and Public Law 96-515 (World Heritage), special foreign currencies have been allotted to the Service to assist national park and conservation efforts in India, Pakistan, Burma, and Poland. Eight projects are ongoing in 1990.

c. Treaty-related Assistance: The Service aids the implementation of projects for missions related to ongoing U.S. Government scientific, economic and bilateral environmental agreements with Spain, Japan, U.S.S.R., China, Morocco, Mexico, India, the United Kingdom, and Pakistan.

2. World Heritage Assistance..... $180 -- FTE

The Service has an active role in the World Heritage Convention concerning the protection of the world's cultural and natural heritage. Thirteen World Heritage sites are now managed by NPS and four new areas will be considered at the next convention.

In addition, the Service cooperates with other nations to address technical assistance requests from over 100 states which are party to the convention to aid in protecting natural and cultural resources of value to all mankind. The Service averages 15-20 such requests from other nations a year. The Service pays annual membership dues to and cooperates with the International Union for Conservation of Nature (IUCN) and the International Council on Monuments and Sites (ICOMOS) which assist in treaty implementation. In 1990 dues are $80,000 for IUCN $30,000 for ICOMOS.

Federal support to US/ICOMOS is authorized by the 1980 amendments to the National Historic Preservation Act which call for the Service to have a role in leadership and cooperation in international preservation through programs of education, public information, and training. US/ICOMOS is designated as the non-Governmental organization to carry out cultural heritage programs for the World Heritage Committee of the United States. As a member of US/ICOMOS, the Park Service assists the Assistant Secretary for Fish and Wildlife and Parks in the role as the U.S. delegate to the World Heritage Convention and supports cooperative technical assistance and training activities. The Service works cooperatively with US/ICOMOS to support a quarterly World Heritage Newsletter, World Heritage Day celebrations, review nominations of U.S. properties to the World Heritage List, support of foreign student work/study exchanges, training exchanges of professionals in historic preservation fields, and other international cooperative activities.

Park Management/International Park Affairs

3. International Shared Resource Programs..... $330 -- FTE

The United States shares borders as well as natural resources and a cultural heritage with Canada, Mexico, Russia, and countries in the Caribbean Basin. A major objective of the International Affairs program is to aid the shared management responsibilities for natural and cultural resources along these boundaries. Major responsibilities include the following:

a. Canada: Cooperation with Parks Canada in protection of national parks and reserves on the United States-Canadian border has resulted in ongoing interaction which is mutually beneficial to both nations. Recent results include Directorate level discussions of respective maintenance management systems, operational guidelines for adjacent border protected areas, interpretive exchanges at selected historic sites, assistance in setting up park cooperating association guidelines and development of cooperative operational guidelines for protection of Coal Creek/Flathead River.

b. Union of Soviet Socialist Republics: The first protocol of the Park Service/ U.S.S.R. working group produced agreement on 10 general areas of interest to both nations. The Park Service has received unprecedented assistance in the restoration of the Russian Bishop's House in Sitka, Alaska, and other Alaskan parks have benefitted by gaining access to Russian archives, artifacts, restoration specialists and scholars. The Service and its counterpart U.S.S.R. organization are currently preparing proposals for the establishment of a bi-national park on both sides of the Bering Straits which will address issues of shared cultural and natural resources.

c. Mexico: A Memorandum of Understanding was signed in 1989 between the National Park Service and the Secretariat of Development and Ecology (SEDUE), its counterpart organization in Mexico. As the Service manages approximately 20 percent of the border between Mexico and the United States, the Director of the National Park Service met with the SEDUE Director in early fiscal year 1990 to review and approve a list of cooperative undertakings for the coming year. Shared resources along the border will be a major focus of the Columbus Quincentennial celebrations in 1992.

d. Caribbean Basin (Western Hemisphere Technical Assistance): Congress has provided specific funding to the Park Service for the purpose of implementing the Convention on Nature Protection and Wildlife Preservation in the Western Hemisphere, especially in the Caribbean Basin. This funding provides for technical assistance and training of managers of protected areas to enhance their capabilities to more efficiently carry out their mandates. Priority is given to programs and projects that have the potential for preserving and/or enhancing biological diversity and aiding the management of shared resources.

Park Management/International Park Affairs

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	934	484	-450
(FTE)	(12)	(12)	(--)

The Service is requesting a decrease of $450,000 for International Park Affairs as follows:

1. Eliminate Funding for Caribbean Basin (Western Hemisphere Technical Assistance): .....-$300 -- FTE

   Federal support for Western Hemisphere Technical Assistance ($300,000) is not requested in 1991. Given the need to limit Federal outlays, support for international activities is a lower priority than maintaining services and protecting resources in established units of the National Park System.

2. Eliminate Funding for International Union for Conservation of Nature and Natural Resources (IUCN): ..... -$80 -- FTE

   Federal support for the International Union for Conservation of Nature and Natural Resources (IUCN) which provides for National Park Service affiliation is not requested. Given the need to limit Federal outlays, support for international activities is a lower priority than maintaining services and protecting resources in established units of the National Park System.

3. Eliminate Funding for International Council on Monuments and Sites (ICOMOS) Project Work: ..... -$70 -- FTE

   Federal support for project work by the International Council on Monuments and Sites (ICOMOS) is not requested. Given the need to limit Federal outlays, support for international activities is a lower priority than maintaining services and protecting resources in established units of the National Park System. ICOMOS dues of $30,000 remain a part of the fiscal year 1991 budget request.

Distribution of change by object class

The object class detail for the proposed $450,000 decrease is as follows:

Object Class	FTE	Amount
Other services	--	-$425,000
Supplies and materials	--	-$25,000
Total	--	-$450,000

Justification of Program and Performance

Activity: Park Management
Subactivity: Volunteers-In-Parks

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Volunteers-in-Parks	($)	750	740	750	1,250	+500
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted to Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Volunteers-in-Parks	750	-10	740

This reduction will be accomplished by reducing funds available for the reimbursement of volunteers for their expenses. The effect will be a reduced number of volunteers working in parks.

Authorization

16 U.S.C. 18g-18j

Objectives

To make use of volunteers in providing services to park visitors that would otherwise not be available, and performing work that would otherwise not be completed.

Base Program

The Service utilizes interested citizens who are willing to donate their time and expertise to perform a variety of activities in the parks. The authorizing legislation prohibits the displacement of permanent and seasonal employees by volunteers, but within that constraint, thousands of people have contributed their time and talent to help the Service accomplish its mission. In 1989, over 55,000 individual volunteers contributed almost 1,300 workyears to 270 parks, which are valued at approximately $21 million. Volunteers are being utilized in almost all aspects of park management. By law, volunteers are reimbursed only for incidental expenses such as the out-of-pocket costs of local transportation, uniforms, supplies, lodging, and meals. These costs are extremely low. Presently, the Park Service receives approximately $28 worth of voluntary work from every dollar spent on the program.

Park Management/Volunteers-In-Parks

Base program funds for VIP operations are utilized in four major categories:

Reimbursing volunteers for meals, transportation, and lodging	$580
Purchasing necessary supplies, materials, and other expenses	55
Reimbursing volunteers for historic costumes and uniforms	95
Training	20
Total, Base Program	$750

Increase from FY 1991 Base

		(dollars in thousands) FY 1991 Base	FY 1991 Estimate	Increase
Volunteers-In-Parks	($)	750	1,250	+500
	(FTE)	(--)	(--)	(--)

Each day thousands of citizens volunteer their time, labor and expertise on behalf of America's 750 million acres of public lands and other Department of the Interior programs. The Department and its bureaus encourage volunteer stewardship throughout the country -- including in parks, refuges, and on multiple use lands. For the National Park Service, a total of $1,250,000 is being proposed for the volunteerism effort, an increase of $500,000 over the base. The types of activities carried out by volunteers for the National Park Service include a wide range of interpretation, visitor services, and resource management functions. The increased funding will provide for increased volunteerism, VIP supervisory training, increased recruitment efforts, and printed materials.

Since the annual requests from the parks for Volunteer-In-Parks funding have greatly exceeded available funding in past years, most of this funding would go directly to the parks to pay for reimbursement of meals, transportation, lodging, historic costumes and uniforms or for supplies and materials--all of which encourage increased volunteer participation. It is estimated that this increase will enable between 8,000 and 10,000 additional volunteers to donate their labor and skills to the parks. The ability to reimburse volunteers for limited expenses is especially important to retired people living on a fixed income. A small amount of funding would be used to expand the very successful supervisory training course for Park Service Volunteers-In-Parks coordinators and to improve recruitment of volunteers--by increasing the number and distribution of Volunteers-In-Parks recruitment folders and by targeting the recruitment of minorities, women, and retired persons. This proposal assumes that an increase over the currently authorized ceiling ($1,000,000) would be approved.

Distribution of change by object class

The object class detail for the proposed $500,000 increase is as follows:

	FTE	Amount
Other services	--	+430,000
Supplies and materials	--	+70,000
Total		+$500,000

Forest Fire Suppression and Presuppression

Justification of Program and Performance

Activity: Firefighting (Allocation from Bureau of Land Management)

(Dollar amounts in Thousands)

Program element		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc (+) Dec. (-) From Base
Fire Management and Presuppression	($)	[12,638]	[12,564]	[12,774]	[12,726]	[-48]
	(FTE)	[280]	[280]	[280]	[310]	[+30]
Emergency Operations	($)	[9,200]	[9,146]	[9,299]	[9,264]	[-35]
	(FTE)	[--]	[--]	[--]	[--]	[--]
Repayment of 1989 Transfers	($)	[12,626]	[12,553]	[--]	[--]	[--]
Total Requirements		[34,464]	[34,263]	[22,073]	[21,990]	[-83]
		[280]	[280]	[280]	[310]	[+30]

Impact of Public Law 99-177

	FY 1990 Enacted to date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Firefighting	34,464	-201	34,263

This reduction will be accomplished by reducing Interagency fair-share contributions especially as related to some Interagency dispatch operations, helicopter contracts, and air tanker base operations; reducing monitoring activities by using fewer reconnaissance flights and putting fewer people on the ground; and by eliminating nine hazard fuel reduction projects at six parks.

Base Program

Beginning in fiscal year 1990, the Park Service will receive funding for all fire program costs, including emergencies, through allocations from a new account (Firefighting) which is reflected in the justification for the Bureau of Land Management. The Firefighting account of the National Park Service includes program management and presuppression, which are planned, non-emergency operations, as well as emergency operations which include actual wildfire suppression and emergency rehabilitation.

Forest Fire Suppression and Presuppression

Program Management and Presuppression

Program management activities of the National Park Service include: overall program planning and management at the park, Regional Office and National Office; permanent, full-time staff, training, and program development; "fair-share" costs of interagency activities such as the Hotshot Crews, retardant aircraft operations, and National Office operations at the interagency fire center; detection, communication, and data processing systems; and the monitoring and management of prescribed fires. The 1991 program represents a continuation of the 1990 program. Continued improvement in program direction and planning is expected as a result of program expansion in 1989. Seventy-five training courses will be offered and more Service personnel than ever will have the opportunity to attend these courses. Support is provided for the operation of 60 remote area weather stations that provide vital fire danger and fire behavior prediction. The program will continue to maintain communication links with 120 parks and offices through the GEONET telecommunications network and to provide analysis of fire danger ratings through the AFFIRMS computer system. Other computer programs which handle fire occurrence reporting, fire history, fire behavior prediction and fire planning, training needs analysis, hazard fuel analysis and tracking of fire skills qualifications for over 2,100 personnel are in the process of being upgraded and software is being developed to provide enhanced fire program analysis and coordination. In addition, seasonal prescribed fire monitors will be hired and approximately 170 prescribed natural fires will be monitored, documented and managed according to new Servicewide standards mandated by the joint Interior-Agriculture Fire Management Policy Review Team.

Presuppression includes all capitalized equipment used for wildfire suppression, hazardous fuels management, and other presuppression activities. Specifically, these activities include preparedness in the form of seasonal firefighters (123 FTE's), supporting equipment and supplies, equipment operation, dispatching and logistics, emergency communications, and contracts for aircraft/helicopter availability and flight time for reconnaissance--all needed to meet park level initial fire attack requirements. Funding will also provide for completion of over 90 hazard fuel reduction projects, and the Service will continue the program begun in 1990 to modernize and cyclically replace its current fleet of 105 wildland firefighting engines.

Emergency Operations

Emergency operations include emergency presuppression, suppression and rehabilitation activities which are funded based on anticipated normal year costs.

Emergency presuppression involves a step-up in preparedness and contingency planning tied to very high or extreme fire danger and includes standby time for firefighters, extended tours of duty, positioning of supplies and resources, and reconnaissance flights. Suppression includes overtime costs for firefighters and support personnel, aircraft operations, supplies and equipment, contracts for goods and services, fire documentation and associated logistical support.

Forest Fire Suppression and Presuppression

Emergency rehabilitation includes all actions taken to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This may involve reseeding to prevent immediate wind or water erosion and to prevent establishment of undesirable species with high fire potential, fencing of sensitive areas to prevent animals or humans from entering, and felling damaged trees posing threats to human safety.

Decrease from 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Difference
($)	[22,073]	[21,990]	[-83]
(FTE)	[280]	[310]	[+30]

The reduction in fire management and presuppression funding will result in the elimination of the Phase II fuel reduction project at Mt. Rushmore and prevent the purchase of one type 2 (medium) fire engine purchase. The reduction in emergency operations funding will reduce the restocking of fire caches; fewer supplies and equipment will be purchased. The increase in FTE is primarily for fire management officers and support staff in parks, but a small increase for presuppression and hazard fuel reduction crews is also included.

NATIONAL PARK SERVICE
Analysis by Subactivity

Activity: Park, Recreation and Wilderness Planning

(Dollars in thousands)

Subactivity	FY 1989 Estimate	FY 1990 Enacted to Date	FY 1990 Adjusted Appn.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Water Resources Studies	$2,788	$2,929	$2,889	$3,324	$3,284	($40)
General Management Plans	2,130	2,719	$2,682	2,723	2,723	0
Subtotal	$4,918	$5,648	$5,571	$6,047	$6,007	($40)

Justification of Program and Performance

Activity: Park, Recreation and Wilderness Planning
Subactivity: Water Resources Studies

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Current Law:						
Water Resources Studies	($)	2,929	2,889	3,324	3,284	-40
	(FTE)	(13)	(13)	(13)	(13)	(--)
						Inc/Dec from Current Law
Proposed Law:						
America the Beautiful	($)				[4,000]	[+716]
	(FTE)				[18]	[+5]

Impact of Public Law 99-177

	FY 1990 Enacted to Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Water Resources Studies	2,929	-40	2,889

This reduction will be accomplished by deferring action on the water related problems of individual parks. Fewer technical assistance projects will be initiated or completed.

Authorization

16 U.S.C. 1

Objectives

To preserve and protect National Park Service water resources and water dependent environments through a Servicewide watershed management program which provides water resource management policy, planning, operational support, and research to units of the National Park Service.

Base Program

Water resources activities focus on all matters dealing with water and are intended to address the increasing array of legal and administrative requirements and water related problems occurring throughout the National Park System. These problems range from the health impacts of small scale leaky septic systems on drinking water supplies to the effects on park resources of large regional

hydroelectric projects. They involve toxic discharges from mining and industrial operations; organic pollution from municipalities and new residential encroachments or malfunctioning sewage treatment facilities; domestic, municipal, and industrial withdrawals which reduce surface flows, lower ground water tables and, in coastal areas, may produce salt water intrusion.

Specific program components encompassing legal and administrative requirements include:

1. Water resources management planning, including the formulation and implementation of water resource management plans; location and development of ground water sources to replace existing surface water supplies; delineation of floodplains and related hazards to assure protection and preservation of life and property in parks;

2. Determination or current and future water use and water needs for park visitors and employees and for preserving the environment and vital ecological processes. This involves Service response to State court ordered adjudications, under the McCarran Amendment (66 Stat. 560, 43 U.S.C. 66), for the protection of Federal water claims to the use of water for park purposes;

3. Technical assistance to parks to provide natural resource managers with scientifically and technically sound methods and guidance to solve problems related to water quality and supply issues; and

4. An active research effort designed to provide park resource managers with effective tools, techniques, and data to meet evolving threats to aquatic or riparian ecosystems stemming from external or internal development and related activities.

Base funds cover the cost of staff experts in the Water Resources Division located in Fort Collins, Colorado, and provide project support Servicewide. These experts in physical hydrology, water quality, and water resources management provide policy planning, operational, and research support to Park Service managers necessary to resolve complex water related problems and protect water related environments in Park Service units. Water resources studies requiring expertise beyond the scope of staff are conducted under agreement with other Federal agencies, principally the U.S. Geological Survey or by contract with State agencies, universities, or private consultants.

The Water Resources Division also has responsibility for the watershed studies that are part of the Terrestrial and Aquatic Effects Task Groups of the Park Service Acid Rain Program. This program is part of the Interagency Task Force on Acid Precipitation which was established under title VI of the Acid Precipitation Act of 1980. Through it, the Park Service has begun to inventory and monitor significant ecosystems for the effects of acid rain; the purpose of research by the Terrestrial and Aquatic Effects Task Groups is to quantify the effects of acid deposition on fresh water resources of the United States. Park

Park, Recreation and Wilderness Planning/Water Resources Studies

Service involvement is focused on the ongoing watershed studies at Isle Royale, Olympic, Rocky Mountain, and Sequoia-Kings Canyon National Parks. The base adjustment from the Resources Management subactivity of the Park Management activity to this one merely reflects the actual expenditure of these acid rain funds under the appropriate program.

A distribution of the base program is shown below:

	($ in thousands)
Program Coordination and Direction	998
Water Resource Studies Program	1,931
Acid Rain/Watershed Studies	395
Total Base Program	$3,324

Examples of recent water projects include:

--Continuing studies on the impact of planned and/or existing water resources development projects (dams and diversions) on the quality and quantity of park waters in Zion National Park, Crater Lake National Park, Black Canyon of the Gunnison National Monument, Grand Canyon National Park, Glen Canyon National Recreation Area, Everglades National Park, Yellowstone National Park, and Canyonlands National Park.

--Development of new potable ground water supplies at New River Gorge National River, Great Basin National Park, and Canyonlands National Park.

--Flood hazard surveys at El Malpais National Monument, and Guadalupe Mountains National Park, Arches National Park, and Chesapeake and Ohio Canal National Historical Park.

--Determination of the fate and transport of heavy metal and persistent organic contaminants in aquatic ecosystems of selected parks. The focus is on Gateway National Recreation Area, Upper Delaware Scenic and Recreational River, Great Smoky Mountains National Park, Big South Fork National River and Recreation Area, Saint Croix National Scenic Riverway, and Coulee Dam National Recreation Area.

--Studies to gather baseline data on the geothermal resources of Crater Lake, Lassen Volcanic and Yellowstone National Parks including the establishment of a monitoring network needed to assess the possible adverse impacts from external geothermal leasing activities in the vicinity of the parks.

--Conduct water monitoring programs at Assateague Island National Seashore, Buffalo National River, Cape Cod National Seashore, Cape Hatteras National Seashore, Richmond National Battlefield Park, Katmai National Park and Preserve, Sleeping Bear Dunes National Lakeshore, Death Valley National Monument, Rocky Mountain National Park, Yellowstone National Park, and other areas.

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Park, Recreation and Wilderness Planning/Water Resources Studies

--Water quantification studies at Black Canyon of the Gunnison National Monument, Crater Lake National Park, Glacier National Park, Yellowstone National Park, Zion National Park, Death Valley National Monument, Golden Gate National Recreation Area, Craters of the Moon National Monument, Great Basin National Park, and other parks.

The following workload factors are representative of the scope of activities presently conducted in the Water Resources Studies program:

	1989 (Actual)	1990 (Estimate)	1991 (Estimate)
Number of comprehensive water resources studies conducted	13	21	28
Number of potable water sources located	2	5	7
Number of water resources management plans developed	3	5	8
Number of water monitoring programs conducted	30	35	50
Number of flood hazard surveys conducted	2	7	10
Acid Rain/Watershed Studies	4	4	4
Number of water rights adjudications	45	50	55
Total	99	127	162

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	3,324	3,284	-40
(FTE)	(13)	(13)	(--)

This decrease would level-fund the program at the FY 1990 post-sequestration level. Enactment of the America the Beautiful program would result in an increase above this level for this program.

Proposed Law: America the Beautiful
Changes to Current Law Request resulting from Proposed Legislation

Increase from 1991 Current Law Request
(dollars in thousands)

		FY 1990 Curr. Law Request	FY 1991 Proposed Law	Inc(+) Dec(-) from Curr. Law
Water Quality and Wetlands Initiative	($)	[3,284]	[4,000]	[+716]
	(FTE)	[13]	[18]	[+5]

1. Water Quality and Wetlands Initiative ..... +716 5 FTE

To carry out the President's program of strengthening and preserving the Nation's natural resources, the National Park Service proposes additional funding as a part of the America the Beautiful initiative. An increase of $716,000 and 5 FTE's is needed to address the significant backlog of water resource protection needs that exist in National Park System units. As there are immediate needs to collect information in support of water quality regulation matters, to develop mitigation plans to comply with Clean Water Act requirements and protect critical wetland habitats and riparian areas, and to establish an effective water resources inventory and monitoring program, this proposal has two components: Water Quality Management and Wetlands Management.

The Water Quality Management component is designed to provide: (1) the basic knowledge and information base to permit effective protection and management of water-dependent park values; (2) the effective integration and coordination of technical, legal, and regulatory aspects of water quality problems; and, (3) a capability to analyze and solve applied water quality problems in the Service. This component will be implemented in two phases. During the first phase, the Service will address the backlog of critical water quality issues where litigation or controversy requires immediate action. For instance, the proposed Fremont Dam upstream from Capitol Reef National Park could result in degradation of water quality and impact water quantity entering the park and, therefore, requires immediate evaluation. Over time, as litigation decreases, emphasis will be steadily shifted to inventory and monitoring efforts that will enable the Service to better identify, contain, and manage pending or future water quality issues. For example, several water resources/water quality inventory and monitoring programs that are applicable to other Park Service units are presently being developed and implemented at Sleeping Bear Dunes National Lakeshore, Capitol Reef National Park, Katmai National Park and Preserve, and Carlsbad Caverns National Park. This program

will assemble baseline inventory data describing natural resources under its stewardship, monitor these resources to detect or predict changes that may require intervention, and provide reference points for comparison with other, more altered environments.

The Wetland Management component of this initiative is to provide for the development and implementation of a comprehensive program of wetland area inventory and classification, onsite evaluation, monitoring, mitigation, and management. This component will also be implemented in two phases. The first year of funding for this component will be used to develop technical references on wetland inventory, classification, monitoring, and management and will also provide for developing an information management program. Subsequent years will provide for implementation of a comprehensive program of wetland inventory and classification at 100 Park Service units and wetland monitoring programs at 50 units, providing for implementation of the existing Park Service Wetland Protection Guidelines. Most units of the National Park System have wetland resource values, but of particular note are: Big Cypress National Preserve, Everglades National Park, Fort Pulaski National Monument, Congaree Swamp National Monument, Cape Hatteras National Seashore, Colonial National Historical Park, Assateague Island National Seashore, Gateway National Recreation Area, Cape Cod National Seashore, Acadia National Park, Voyageurs National Park, Jean Lafitte National Historical Park, Big Thicket National Preserve, Rocky Mountain National Park, Yellowstone National Park, Glacier National Park, Yosemite National Park, Olympic National Park, and several areas in Alaska. Other wetland areas are smaller, less understood, and need to be delineated and characterized so that their boundaries and functions are documented and understood.

The object class distribution for the proposed $716,000 increase and 5 FTE's is as follows:

	FTE	Amount
Personnel services	+5	+210,000
Personnel benefits		+61,000
Travel and transportation of persons		+30,000
Printing and reproduction		+9,000
Other services		+256,000
Supplies and materials		+70,000
Equipment		+80,000
Total	+5	+$716,000

Justification of Program and Performance

Activity: Park, Recreation and Wilderness Planning
Subactivity: General Management Plans

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
General Management Plans	($)	2,719	2,682	2,723	2,723	--
	(FTE)	(36)	(36)	(36)	(36)	(--)

		Inc/Dec from Current Law
Proposed Law: America the Beautiful	($)	[+1,000]
	(FTE)	[+6]

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
General Management Plans	2,719	-37	2,682

This reduction will be accomplished by slowing work on the General Management Planning schedule, completing fewer plans, and delaying management and resource management decisions.

Authorization

16 U.S.C. 1 42 U.S.C. 4321

Objectives

Prepare and revise General Management Plans to guide the National Park Service in the protection, use, development, and management of each unit of the National Park System.

Base Program

The base program for 1991 includes funding for General Management Plans which provide the basic guidance for the management of each unit of the National Park System. These plans provide the means of complying with park legislation, other basic legal documents, the management policies of the Service, general compliance requirements and regulations affecting all Federal land management agencies.

Park, Recreation and Wilderness Planning/General Management Plans

The need for park plans is identified annually in accordance with a Servicewide priority list. The planning process is executed in three stages. The first stage is identifying issues, scoping the study, and identifying basic data requirements. Stage two involves data gathering and analysis. Stage three is the actual conduct of the planning study. After a General Management Plan is programmed, a multi-disciplinary team begins preparation of the plan. The issues the plan is to address are clearly identified, preliminary alternatives to deal with them are formulated, and a concise alternatives document is developed for public review and comment. Following analysis of public comments, a draft General Management Plan is prepared for public review and comment. This contains an analysis of the environmental impacts of the proposal and various alternatives on the environment, as well as an analysis of the relative costs of each alternative. Following public review of the draft plan, a final plan is developed. The General Management Plan addresses park access and circulation, resource protection, interpretation, land protection, park operations, visitor use activities, and capacities. It provides the justification for park development and major management decisions and thus serves an essential programming function.

The principal benefit of General Management Plans and associated plans is that they provide an approved, documented basis for fulfilling the legal mandate of the park and identifying the appropriate level of protection and use of nationally significant resources. A primary benefit of approved plans is that, to the extent possible given differing interests, they provide an agreed-upon document among interested parties to record how a park should be managed, protected, developed, and used. This eliminates the possibility of arbitrary decision-making and reduces the likelihood of litigation on Service actions. The process also involves the public in decision-making about park resources and uses, and facilitates coordination of planning and management activities with land managing agencies and other interests in the park vicinity.

At present there are 355 units of the System qualifying for general management or similar plans. Of these, 309 have approved plans, although about half of these plans are 10 years old or older. Approximately 20 areas do not require comprehensive plans to guide management decisions. Most of these are small National Capital Parks for which plans would be programmed only as needed and a few small areas operating in accordance with a Statement for Management.

Highest priority for General Management Planning is given to planning projects that are already underway, followed by plans needed for newly authorized units, and then to parks having numerous unresolved resource management issues--especially those involving damage to resources for which a park was authorized. Issues may be internal or external to those parks.

In addition to the planning for existing or newly authorized units in the Park System, the Service also completes specific planning projects as directed by appropriations language and Special Resource Studies that may be directed or legislatively authorized for areas outside established or newly authorized units of the System.

Park, Recreation and Wilderness Planning/General Management Plans

Planning initiated in prior years is continuing on the following areas: Big Cypress National Preserve, Colonial National Historical Park, Acadia National Park, Craters of the Moon National Monument, Organ Pipe Cactus National Monument, Antietam National Battlefield, Petrified Forest National Park, Blue Ridge Parkway, Effigy Mounds National Monument, Prince William Forest Park, Fort Necessity National Battlefield, Wind Cave National Park/Jewell Cave National Monument, Great Basin National Park, El Malpais National Monument, Santa Fe Trail National Historic Trail, Trail of Tears, Timucuan Ecological and Historic Preserve, Hovenweep National Monument, Yucca House National Monument, Rainbow Bridge National Monument, Black Canyon of the Gunnison National Monument, Colorado National Monument, Thomas Stone National Historic Site, Capulin Volcano National Monument, Canyon De Chelly National Monument, Nez Perce National Historical Park, Fort Larned National Historic Site, Fort Scott National Historic Site, Mimbres Culture Study, Spanish Culture Study, and the West Virginia Study.

In 1990, General Management Planning will be started for Manassas National Battlefield Park, Mound City Group National Monument, Manhatten Sites, Richmond National Battlefield Park, Petersburg National Battlefield, Joshua Tree National Monument, Home of Franklin Roosevelt National Historic Site/Vanderbilt Mansion National Historic Site, Roosevelt Campobello International Park, and Grand Canyon National Park. Planning will also be started at the following newly authorized areas: Jimmy Carter National Historic Site, City of Rocks National Preserve, Gauley National Recreation Area, Bluestone National Scenic River, Hagerman Fossil Beds National Monument, Mississippi National River and Recreation Area, Natchez National Historical Park, Charles Pinckney National Historic Site, Poverty Point National Monument, San Francisco Maritime National Historical Park, and Zuni-Cibola National Historical Park.

Finally, in 1990 the Service will begin a directed planning project on the New River Parkway authority and special legislated studies on Georgia O'Keefe and Southern Pennsylvania Heritage.

In summary the workload and output factors for the General Management Plan program described above are as follows:

Type of Planning Workload	FY 1990 Estimate	FY 1991 Estimate
Planning Underway from Prior Years	31	40
Number of new GMP starts		
- Existing Units	9	15-20
- Newly Authorized Units	11	5-10
Directed Planning Projects	1	Unknown
Legislated Special Studies	2	Unknown

Park, Recreation and Wilderness Planning/General Management Plans

Proposed Law: America the Beautiful
Changes to Current Law Request resulting from Proposed Legislation

Increase from 1990 Current Law
(dollars in thousands)

		FY 1990 Curr. Law Request	FY 1991 Proposed Law	Inc(+) Dec (-) from Curr. Law
Presidio Planning and Management	($)	--	1,000	+1,000
	(FTE)	(--)	(6)	(+6)

To carry out the President's program of strengthening and preserving the Nation's natural resources, the Park Service proposes funding for planning at the Presidio in San Francisco as a part of the America the Beautiful initiative. The authorizing legislation for the Golden Gate National Recreation Area states that when the Defense Department declares the Presidio to be in excess of its needs, it is to be transferred to the National Park Service. The Presidio is now on the United States Army's list of facilities identified for closure in the report by the Defense Secretary's Commission on Base Realignment and Closure. For this transfer to occur smoothly, the Service needs to develop a management plan for the area that preserves and enhances the resources involved.

The Presidio encompasses 1,447 acres on San Francisco Bay and contains more than 800 structures of which 355 have special historic significance. It has a total of 6.2 million square feet of building space, employs 6,000 people and houses over 1,100 families. The Presidio presently operates its own fire department, hospital and water, sewer, and other utility systems. It is a very historically significant resource, with buildings representing almost every era of American history. It is also a widely used urban park and cultural landscape.

The Park Service requests funding for the planning team that is developing and assessing alternatives for the long-term use of the Presidio, and for amending the General Management Plan for the national recreation area in accordance with the decisions derived from this planning process.

The object class distribution for the proposed $1,000,000 increase is as follows:

Object Class	FTE	Amount
Personnel services	+6	+240,000
Personnel benefits		+86,000
Travel and transportation		+90,000
Other services		+540,000
Supplies and materials		+44,000
Total	+6	+$1,000,000

Activity: Statutory or Contractual Aid for Other Activities

(Dollars in thousands)

Subactivity	FY 1989 Actual	FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. or (Dec.) FY 1991 Estimate over FY 1991 Base
Roosevelt Campobello International Park Commission	$442	$464	$458	$464	$492	$28
Ice Age National Scientific Reserve	573	573	565	573	573	--
Lowell Historic Preservation Commission	562	562	554	561	561	--
Mary McLeod Bethune National Historic Site	232	232	229	232	199	(33)
Martin Luther King, Jr., Center for Nonviolent Social Change	550	550	543	550	199	(351)
Johnstown Flood Museum	1,650	500	493	500	--	(500)
James A. Garfield National Historic Site	--	500	493	500	--	(500)
Harding Memorial and Tomb	--	455	449	455	--	(455)
Blackstone River National Heritage Corridor Commission	325	325	321	325	--	(325)
Delaware and Lehigh Navigational Canal Commission	--	350	345	350	--	(350)
Native Hawaiian Culture and Arts Program	1,600	1,800	1,775	1,800	--	-- (1,800)
National Constitution Center	--	250	247	250	--	(250)
Heritage Preservation Commission	--	200	197	200	--	(200)
Fisk University	--	1,000	986	1,000	--	(1,000)
Wheeling, West Virginia	--	175	173	175	--	(175)
Subtotal	$5,934	$7,936	$7,828	$7,935	$2,024	($5,911)

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Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Roosevelt Campobello International Park Commission

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Roosevelt Campobello International Park Commission	($)	464	458	464	492	+28
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Roosevelt Campobello International Park Commission	464	-6	458

This reduction will be accomplished by actions to be determined by the commission at a later date.

Authorization

16 U.S.C. 1101-1103 Roosevelt Campobello International Park Act

Objectives

To operate the Roosevelt Campobello International Park with Canada

Base Program

During his youth and early adult years, Franklin D. Roosevelt spent many summers on Campobello Island, New Brunswick Province, Canada. It was here at the age of 39 that Roosevelt was stricken by poliomyelitis. After his death in 1945, Eleanor Roosevelt continued to use the family home on Campobello Island as a vacation retreat. The park commemorates the life of President Roosevelt and is operated by the Roosevelt Campobello International Park Commission. Costs are shared equally by the United States and Canada.

Statutory or Contractual Aid for Other Activities/Roosevelt Campobello International Park Commission

Increase from the FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	464	492	+28
(FTE)	(--)	(--)	(--)

The requested $28,000 increase covers the United States' share of inflationary increases in personnel services, operating expenses and the capital budget for the park as requested by the Roosevelt Campobello International Park Commission. Public Law 88-363 stipulates that Canada and the United States share park operating costs equally. Canada is contributing an identical amount for fiscal year 1991.

Distribution of change by object class

The object class detail for the proposed $28,000 increase is as follows:

	FTE	Amount
Grants, subsidies, and contributions	--	+$28,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Ice Age National Scientific Reserve

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Ice Age National Scientific Reserve	($)	573	565	573	573	--
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Ice Age National Scientific Reserve	573	-8	565

Funding for the reserve is used in concert with like amounts from the State of Wisconsin for operations. Loss of the $8,000 will require the State to provide a larger portion of the operating funds needed or force the reduction of interpretive and maintenance programs in the five operating units.

Authorization

16 U.S.C. 469d-469i Ice Age National Scientific Reserve Act, as amended

Objectives

To operate and interpret the glacial landscape and formation aspects of the Ice Age National Scientific Reserve with the State of Wisconsin.

Base Program

The reserve contains nationally significant examples of the effect of glaciers in shaping the surface of the earth. The reserve consists of nine separate units, five of which are operational: Kettle Moraine State Forest, Devils Lake, Mill Bluff, Horicon, and Interstate Parks. In accordance with the authorizing legislation, the National Park Service pays for up to one-half the cost of acquisition, development, and operations; the State of Wisconsin pays the balance. The reserve is administered by the State of Wisconsin, Department of Natural Resources.

No increase in funds is requested in fiscal year 1991.

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Lowell Historic Preservation Commission

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Lowell Historic Preservation Commission	$	562	554	561	561	--
	(FTE)	(14)	(14)	(14)	(14)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Lowell Historic Preservation Commission	562	-8	554

This reduction will be accomplished by postponing the acquisition of needed office equipment and supplies.

Authorization

16 U.S.C. 410cc-13 et seq. Lowell National Historical Park Act

Objectives

To form a partnership by paying operating costs with the commission and the private sector in order to create economic revitalization throughout the historic preservation district.

Base Program

Public Law 95-290 established both the Lowell National Historical Park and the Lowell Historic Preservation Commission in Lowell, Massachusetts. The commission is funded through the National Park Service and is responsible for directing and assisting in the preservation of identified significant properties throughout the preservation district which surrounds the park. The commission is supported by a permanent staff of experts in historic preservation and planning.

No increase in funds is requested for fiscal year 1991.

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Mary McLeod Bethune Council House National Historic Site

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Mary McLeod Bethune Council House National Historic Site	($)	232	229	232	199	-33
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Mary McLeod Bethune Council House National Historic Site	232	-3	229

This reduction will result in reduced Federal support to the Mary McLeod Bethune Council.

Authorization

Public Laws 97-329, 99-187; not codified (ref 16 U.S.C 461 note)

Base Program

Mary McLeod Bethune Council House National Historic Site, located in Washington, D.C., commemorates the life and achievements of Ms. Bethune who founded the National Council of Negro Women, Inc., (N.C.N.W.) and the Bethune-Cookman College in Florida. Ms. Bethune served as an advisor to four Presidents. In her capacity as advisor, she was instrumental in contributing a female perspective as well as an African-American perspective covering many programs prevalent to the nation during 4 decades. The National Park Service provides Federal financial assistance to the N.C.N.W. in a 50-50 matching grant to interpret and restore the Mary McLeod Bethune Memorial. Public Law 99-187 dated December 18, 1985, clarified the use of appropriated funds for interpretation of and public access to the Bethune Museum and Archives and authorized $100,000 as the Federal share of matching grant funds for building repair and protection of the museum and archives.

Statutory or Contractual Aid for Other Activities/Mary McLeod Bethune Council House National Historic Site

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	232	199	-33
(FTE)	(--)	(--)	(--)

Congress included additional support funds in the National Park Service fiscal year 1990 appropriations for this affiliated area. It is the position of the Administration that any additional funds above the level provided to the Council House should be provided by non-Federal sources.

Distribution of change by object class

The object class detail for the proposed $33,000 decrease is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$33,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Martin Luther King, Jr., Center for Nonviolent Social Change

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Martin Luther King, Jr., Center for Nonviolent Social Change	($)	550	543	550	199	-351
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Martin Luther King, Jr., Center	550	-7	543

The reduction will be accomplished by reducing some of the activities outlined in the cooperative agreement and work plan with the center.

Authorization

Public Law 98-473; not codified

Base Program

The Martin Luther King, Jr., Center for Nonviolent Social Change Freedom Hall Complex provides exhibits and other information on Dr. King without charge to the public. The center currently pays all maintenance costs and is responsible for maintaining the facility for the purposes expressed in Public Law 96-428. Many of the visitors who use the center are coming to visit the adjacent national historic site which includes Dr. King's crypt and eternal flame and other places important to his legacy. Funds provided by the National Park Service help to defray maintenance costs incurred by the center in accordance with a cooperative agreement with the Service.

Statutory or Contractual Aid for Other Activities/Martin Luther King, Jr., Center for Nonviolent Social Change

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	550	199	-351
(FTE)	(--)	(--)	(--)

The National Park Service has requested sufficient funding for fiscal year 1991 in order to maintain consistency with the level of funding to perform its agreed upon functions as expressed in the cooperative agreement. The Administration believes increased support is not justified in the current Federal budget situation.

Distribution of change by object class

The object class detail for the proposed $351,000 decrease is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$351,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Johnstown Flood Museum

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Johnstown Flood Museum	($)	500	493	500	--	-500
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Johnstown Flood Museum	500	-7	493

This reduction will be accomplished by eliminating some planned purchases.

Authorization

Public Law 99-388, not codified

Objectives

To provide technical assistance to the Johnstown Flood Museum Association to mark, restore, interpret, operate, and maintain the Johnstown Flood Museum.

Base Program

On August 23, 1986, Public Law 99-388 was signed which authorized the National Park Service to enter into a cooperative agreement with the Johnstown Flood Museum Association to provide technical and financial assistance for the operation, maintenance, and preservation of the museum and its collection. The law requires the museum association to match any specifically appropriated Federal funds on a 50 percent basis from non-Federal sources. Funds provided by Congress in fiscal year 1987, $398,000, were used for the preparation of various planning documents including a General Management Plan, Interpretive Prospectus, Development Concept Plan, and Historic Resources Inventory. The Service provided guidance and technical assistance in the preparation of those documents. Funds provided in fiscal year 1990 will be used to support visitor and interpretive programs, exhibits construction, and museum operations.

Statutory or Contractual Aid for Other Activities/Johnstown Flood Museum

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	500	0	-500
(FTE)	(--)	(--)	(--)

Funding will not be continued for this project in fiscal year 1991, in light of the necessity of reducing the large Federal deficit. It is the position of the Administration that available funding should be concentrated on NPS' primary mission of operating, improving and protecting existing units of the National Park System and responding to needs in those areas before providing assistance to others.

Distribution of change by object class

The object class detail for the proposed $500,000 decrease is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$500,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: James A. Garfield National Historic Site

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
James A. Garfield National Historic Site	($)	500	493	500	--	-500
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
James A. Garfield NHS	500	-7	493

The sequestration of funds in the amount of $7,000 is not of such magnitude that it will have a major impact on the project. The loss of the $7,000 will cause a small portion of the rehabilitation work to be deferred.

Authorization

Public Law 96-607

Objectives

To provide the Western Reserve Historical Society, State of Ohio, with funding and other assistance to maintain the home of President James A. Garfield.

Base Program

James A. Garfield NHS is operated and maintained under a cooperative agreement between the Service and the Western Reserve Historical Society, State of Ohio. The Society charges and collects an entrance fee which is used to pay for guide services, utilities and routine janitorial services. A primary item of the agreement, as prescribed by P.L. 96-607 authorizing the park, stipulates that daily management will be performed by the Society and rehabilitation and development will be accomplished through appropriated funds in the National Park Service yearly budgets. The congressional add-on in fiscal year 1990 will be utilized for advance planning, including preparation of a cultural landscape report, an archeological data recovery study, a historic furnishings report, and an interpretive prospectus. Funds will also be used to accomplish improvements to building and site drainage systems and initial structural stabilization of the main house.

Statutory or Contractual Aid for Other Activities/James A. Garfield National Historic Site

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	500	--	-500
(FTE)	(--)	(--)	(--)

Although direct Federal funding support is authorized by Public Law 96-607, the Service is not requesting funds for this project in fiscal year 1991. Given the need to reduce the Federal deficit, other funding sources should be used to address additional needs.

Distribution of decrease by object class

The object class detail for the proposed $500,000 decrease is as follows:

Object Class	FTE	Amount
Other services	--	-$500,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid to Other Activities
Subactivity: Harding Memorial and Tomb

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Harding Memorial and Tomb	($)	455	449	455	--	-455
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Harding Memorial and Tomb	455	-6	449

Although the $6,000 lost through sequestration will not have a major impact on this project, some minor improvements to the lighting system might be foregone.

Authorization

Public Law 95-500 National Parks and Recreation Act of 1978

Objectives

To provide funding to the Ohio Historical Society through a cooperative agreement to accomplish repairs to the memorial.

Base Program

President Warren G. Harding Memorial and Tomb State Park is located in Marion, Ohio, and is operated as a State historic site by the Ohio Historical Society. The site consists of the 29th President's home, a museum which displays personal items associated with his life and political career, and the burial place of him and his wife. The funds appropriated in fiscal year 1990 will be used to enter into a cooperative agreement with the Ohio Historical Society to accomplish structural repairs to the memorial; improve the lighting system; and construct a new parking lot and walkway.

Statutory or Contractual Aid for Other Activities/Harding Memorial and Tomb

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	455	--	-455
(FTE)	(--)	(--)	(--)

No additional funds are necessary in fiscal year 1991. This work will complete the restoration of the memorial.

Distribution of change by object class

The object class detail for the proposed $455,000 decrease is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$455,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Blackstone River National Heritage Corridor Commission

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Blackstone River National Heritage Corridor Commission	$	325	321	325	--	-325
	(FTE)	(2)	(2)	(2)	(--)	(-2)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Blackstone River National Heritage Corridor Commission	325	-4	321

This reduction will be accomplished by reducing the number of recreational programs offered by the commission which are designed to increase knowledge of the corridor by the public.

Authorization

Public Law 99-647, not codified

Objectives

To provide technical assistance to the commission in developing and implementing the Cultural Heritage and Land Management Plan of the Blackstone River National Heritage Corridor and to provide funding for the support of the commission.

Base Program

The Blackstone River National Heritage Corridor in Massachusetts and Rhode Island was established on November 10, 1986. Section 8 of Public Law 99-647 establishing the park directs the Service to assist the commission in developing a Cultural Heritage and Land Management Plan. The Service is also responsible for providing technical assistance in implementing the plan which will contain methods for interpreting historic valley resources, coordinating State and local park and recreation development efforts, and encouraging public/private partnerships that contribute to historic preservation.

Statutory or Contractual Aid for Other Activities/Blackstone River National Heritage Corridor Commission

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	325	--	-325
(FTE)	(2)	(--)	(-2)

Funding was initially provided by Congress in fiscal year 1988 and was continued as an increase to the National Park Service fiscal year 1989 and fiscal year 1990 budget requests. In an effort to reduce Federal spending and the budget deficit, continued funding is not requested for fiscal year 1991. It is the position of the Administration that non-Federal sources are a more appropriate way of supporting the commission.

Distribution of change by object class

The object class detail for the proposed $325,000 decrease and 2 FTE's is as follows:

Object Class	FTE	Amount
Grants, subsidies and contributions	-2	-$325,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Delaware and Lehigh Navigational Canal

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Delaware and Lehigh Navigational Canal	$	350	345	350	--	-350
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Delaware and Lehigh Navigational Canal	350	-5	345

This reduction will be accomplished by lessening the amount of matching funds available for demonstration projects.

Authorization

Public Law 100-692, the Delaware and Lehigh Navigational Canal National Heritage Corridor Act of 1988

Objectives

To develop and implement an integrated resource management plan in order to preserve and rehabilitate the 106-mile long historic canal corridor.

Base Program

The law creates a Federal Commission to develop and implement the management plan. In fiscal year 1990, funds are programmed for commission set-up, resource inventory, public involvement, early action demonstration projects and synthesis of management options.

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	350	--	-350
(FTE)	(--)	(--)	(--)

Statutory or Contractual Aid for Other Activities/Delaware and Lehigh Navigational Canal National Heritage Corridor

The Administration believes that ongoing operational support for this type of project should be sponsored by non-Federal sources.

Distribution of change by object class

The object class detail for the proposed $350,000 decrease is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$350,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Native Hawaiian Culture and Arts Program

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Native Hawaiian Culture and Arts Program	($)	1,800	1,775	1,800	--	-1,800
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Native Hawaiian Culture and Arts Program	1,800	-25	1,775

This reduction will be accomplished by reducing the interpretive program at the Hawaiian Maritime Museum and delaying a project for indexing and translating some historical Hawaiian reference materials through the Native Hawaiian Culture and Arts Program.

Authorization

20 U.S.C. 4441
Public Laws 99-498 101-121

Objectives

To establish three major programs which will enhance and preserve Native Hawaiian culture, history and arts.

Base Program

Initially, the Native Hawaiian Culture and Arts Program was established in 1987 to revive cultural and artistic practices which were on the verge of extinction. Since that beginning, a Board of Directors is in place and has established objectives and priorities, funded a Hawaiian history portion of the new Maritime Museum, and established community outreach education for island youngsters. The congressional add-on for fiscal year 1990 is being used to implement three new programs to benefit the Islanders. These programs are: (1) The Hawaiian Living Traditions Program which combines research, applied research, social and cultural awareness, and education and training into an overall process that serves the cultural interest and needs of the people; (2) The Research Development Project

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Statutory or Contractual Aid for Other Activities/Native Hawaiian Culture and Arts Program

Program improves ways to obtain access to research resources that are vital to the study of Native Hawaiian culture, history and the arts; and, (3) The Native Hawaiian Renewable Resources Program assesses the current supply of native Hawaiian endangered plants, assesses the potential demand for plant materials and analyzes the Native Hawaiian arts and crafts market.

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	1,800	--	-1,800
(FTE)	(--)	(--)	(--)

The funding provided by the Congress in fiscal year 1990 for these programs is not being requested in light of the need to reduce Federal spending and the budget deficit, and to direct available resources to the operation and maintenance of established units of the National Park System.

Distribution of change by object class

The object class detail for the proposed $1,800,000 decrease is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$1,800,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivty: National Constitution Center

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
National Constitution Center	($)	250	247	250	--	-250
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
National Constitution Center	250	-3	247

The reduction will be accomplished by some minor internal adjustments to the overall fiscal year 1990 program.

Authorization

Public Law 100-433, the Constitution Heritage Act

Objectives

To provide for interpretation of the Constitution at certain units of the National Park System and to authorize the establishment of a national center to develop educational programs on the Constitution.

Base Program

Public Law 100-433, dated September 16, 1988, authorizes the National Park Service to provide Federal financial assistance to the National Constitution Center in Philadelphia, Pennsylvania, in a 50-50 matching grant for operating expenses to support the mission of the center as stated in the act.

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	250	--	-250
(FTE)	(--)	(--)	(--)

Statutory or Contractual Aid for Other Activities/National Constitution Center

The Administration believes that on-going operational costs for programs of this type should be sponsored by non-Federal entities.

Distribution of change by object class

The object class detail for the proposed $250,000 decrease is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$250,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Heritage Preservation Commission

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Heritage Preservation Commission	($)	200	197	200	--	-200
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Heritage Preservation Commission	200	-3	197

This reduction will be accomplished by eliminating some minor planned purchase actions.

Authorization

Public Law 100-698, Southwestern Pennsylvania Preservation Commission Establishment Act

Objectives

Contribute to and support the historical and cultural aspects of southwestern Pennsylvania counties in order to preserve heritage features of the major industries prevalent in nine counties.

Base Program

The "Southwestern Pennsylvania Heritage Preservation Commission Establishment Act" authorized the creation of a commission within the Department of the Interior to recognize, preserve and promote the cultural heritage of three basic industries--iron and steel, coal, and transportation--in a nine-county region in southwestern Pennsylvania. The nine counties included are: Bedford, Blair, Cambria, Fayette, Fulton, Huntingdon, Indiana, Somerset, and Westmoreland. The act also specifies that this commission work with the Pittsburgh Area Steel Industry Heritage Task Force, and other interested parties which represent the Allegheny and Washington Counties/Mon-Valley area, in order to submit a report concerning the cultural and historical resource values of the greater Allegheny and Washington Counties/Mon-Valley area.

Statutory or Contractual Aid for Other Activities/Heritage Preservation Commission

Although the Southwestern Pennsylvania Heritage Preservation Commission has not yet been formed, the Steel Industry Heritage Task Force already has begun working on behalf of industrial preservation in Allegheny County. The Task Force represents diverse elements of the community.

Decrease from the FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	200	--	-200
(FTE)	(--)	(--)	(--)

Funding for this project will not be continued in fiscal year 1991 in light of the necessity of reducing the large Federal deficit. It is the position of the Administration that available funding should be concentrated on NPS' primary mission of operating, improving and protecting existing units of the National Park System and responding to needs in those areas before providing assistance to others.

Distribution of change by object class

The object class detail for the proposed $200,000 decrease is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$200,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Fisk University

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Fisk University	($)	1,000	986	1,000	--	-1,000
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Fisk University	1,000	-14	986

This reduction will be accomplished by decreasing funds supplied the commission under the cooperative agreement and work plan.

Authorization

Public Law 99-591

Objectives

To provide Fisk University with initial funds under the Historic Sites Act of 1935 to begin restoration on six historical buildings listed on the National Register of Historical Places.

Base Program

Funds appropriated in fiscal year 1990 are being used to begin restoration on six historical buildings located on the campus of Fisk University. The six buildings needing repair are: Talley-Brady Building, Harris House, Little Theatre, Fisk Memorial Chapel, Administration Building, and Academic Building. Appropriated funds will be made available through a subgrant administered by the Tennessee State Historical Commission in keeping with Historic Preservation Act procedures under the authority for cooperative agreements in the Historic Sites Act of 1935. Current cost estimates to complete work on these historical buildings are approximately $9.9 million.

Statutory or Contractual Aid for Other Activities/Fisk University

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	1,000	--	-1,000
(FTE)	(--)	(--)	(--)

Although these buildings are listed on the National Register of Historical Places, they are privately owned property, and as such should be restored by non-Federal sources.

Distribution of change by object class

The object class detail for the proposed $1,000,000 decrease is as follows:

	FTE	Amount
Other services	--	-$1,000,000

Justification of Program and Performance

Activity: Statutory or Contractual Aid for Other Activities
Subactivity: Wheeling, West Virginia

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Wheeling, West Virginia	($)	175	173	175	--	-175
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Wheeling, West Virginia	175	-2	173

This reduction will be accomplished by lessening the amount of funds available for supplies and travel.

Authorization

Public Law 99-174, not codified

Objectives

To cooperate with the City of Wheeling, West Virginia, for the purpose of establishing a commission to review historic features.

Base Program

Public Law 99-174 directs the Secretary of the Interior to establish a local advisory commission to work with the National Park Service to assess the historic, prehistoric, cultural, and natural resources within the City of Wheeling, West Virginia, and to develop a plan for presenting, promoting, interpreting, and developing the revitalization of these resources for inclusion into the National Park System.

Statutory or Contractual Aid for Other Activities/Wheeling, West Virginia

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	175	--	-175
(FTE)	(--)	(--)	(--)

No funds are requested for fiscal year 1991 since the assessment should be completed with fiscal year 1990 funds.

Distribution of change by object class

The object class detail for the proposed decrease of $175,000 is as follows:

Object Class	FTE	Amount
Grants, subsidies, and contributions	--	-$175,000

NATIONAL PARK SERVICE
Analysis by Subactivity

Activity: General Administration

(Dollars in thousands)

Subactivity	FY 1989 Estimate	FY 1990 Enacted to Date	FY 1990 Adjusted Appn.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Central Office	$10,453	$9,026	$8,903	$8,682	$9,563	$881
Regional Office	15,067	15,265	15,057	14,813	14,984	171
Automatic Data Processing	7,803	9,259	9,133	10,170	11,104	934
Servicewide Administrative Support	9,940	10,550	10,406	11,146	11,457	311
General Services	415	390	385	390	390	--
Employees' Compensation Payments	6,826	7,717	7,612	8,375	8,375	--
Unemployment Compensation	6,912	8,350	8,236	7,350	7,350	--
GSA Space Rental	16,473	16,626	16,399	17,673	18,975	1,302
Executive Direction	7,210	6,772	6,679	6,602	6,852	250
Public Affairs	1,714	1,942	1,916	1,892	1,892	--
Subtotal	$82,813	$85,897	$84,726	$87,093	$90,942	$3,849

Justification of Program and Performance

Activity: General Administration
Subactivity: Central Office Administration

(Dollar amounts in thousands)

Program Elements	FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
Central Office ($)	9,026	8,903	8,682	9,563	+881
Administration (FTE)	(293)	(293)	(293)	(294)	(+1)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Central Office Administration	9,026	-123	8,903

The reduction mandated by P.L. 99-177 will primarily impact hiring decisions for this activity, which is personnel intensive. Vacant positions will be left unfilled for longer periods of time, decreasing the timeliness and effectiveness of administrative support functions. To the extent possible, the purchase of equipment and related supplies will be deferred.

Authorization

16 U.S.C. 1

Objectives

Provide and maintain an administrative system to ensure that personnel, financial, procurement, and other administrative operations are performed in accordance with applicable laws and in such a way as to promote efficient performance of National Park Service operations.

Base Program

The Central Office administrative staff, located in Washington, D.C., provide coordination, direction, and administrative support for all park areas, Regional Offices, and related organizations that make up the National Park System. The major administrative functions carried out by this staff include:

1. Programming and Budgeting - The formulation, justification, coordination, and execution of the annual budget of the National Park Service.

General Administration/Central Office Administration

2. Administrative Services - The analysis and evaluation of the effectiveness and efficiency of existing programs, administrative procedures, and organizational structures; and the development and implementation of Servicewide contracting and property management policies and procedures.

3. Personnel Management - The development and implementation of personnel management programs, procedures, and standards relating to such areas as position management, wage administration, position classification, staffing and recruitment, and employee relations.

4. Financial Management - During fiscal year 1989, the National Park Service completed the centralization of its finance operations. As of March 31, 1989, all financial operations were successfully transferred and implemented at the recently established Central Finance Office, located in Reston Virginia. Prior to this, each of the 10 Regional Offices performed this function separately. The Central Finance Office is also responsible for the direction and maintenance of the Servicewide internal accounting system including central coordination and control of all financial and accounting reports to meet both external requirements and internal management needs.

5. Equal Employment Opportunity - The development, direction, and evaluation of the EEO Program of the Service in compliance with the Civil Rights Act of 1964 (78 Stat. 253; 42 USC 2000e), Executive Order 11478, and related directives, statutes, and orders.

6. Policy Division - Staff assistance to the Director in all matters related to policy development.

Base adjustments for fiscal year 1991 reflect increases for a portion of the January 1991 Federal pay raise and one more paid day in fiscal year 1991. These increases are offset by decreases for retirement costs (provided in fiscal year 1990 in General Administration and transferred to Park Management for fiscal year 1991) and for administrative and staffing efficiencies to be achieved during fiscal year 1991.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	8,682	9,563	+881
(FTE)	(293)	(294)	(+1)

The proposed increase of $881,000 is itemized in the following narrative:

General Administration/Central Office Administration

1. Restore Funding to Fiscal Year 1989 Level..... +131 -- FTE

In fiscal year 1990, Congress reduced funding for this park support subactivity by $131,000 due to a concern that as much funding as possible should be provided directly to the parks. The Service shares this belief, as reflected by the fiscal year 1989, 1990 and 1991 budget requests, all of which proposed significant park level increases and no increases to Central Office Administration even though an increase to support the park level increases could have been justified given the expanded workload. In addition, the Service agrees that every effort must be made to keep administrative costs as low as possible. However, it is also accepted that some oversight and coordination of the parks are necessary, cost-effective and desirable. The Service believes that the reduction enacted in fiscal year 1990 decreases the amount available for administrative and park support costs below the minimum necessary to carry out mandated responsibilities in a timely and efficient manner. Funding is requested which would restore the 1990 reduction.

2. Women and Minorities Initiative..... +500 -- FTE

The goal of the Department is to involve women and minorities, especially at management levels, as program participants in an effort to reach beyond minimum equal opportunity requirements. Interior bureaus are continually seeking ways to enhance the recruitment, training, and advancement within the Department of women and minorities, particularly in such critical professional areas as engineering, science, accounting and computer programming. For the National Park Service a total of $500,000 is being proposed for the women and minorities initiative.

The National Park Service proposes a series of programs to expand and build on programs already in place as well as implementing new programs. An employee intake program is proposed, making use of existing and potential vacancies to build a long-range resource pool to fill future skills' needs with well-qualified minorities and women. These funds will also allow for the design and planning of a professional recruitment package using state-of-the-art approaches to reach targeted groups. In addition, Regional Cooperative Education programs will be expanded and geographic career mobility by minorities and women will be encouraged as a means of improving national representation.

3. Increased Costs Associated with New Property Control System..... +200 -- FTE

Additional funds are proposed to allow full implementation and operation of the National Park Service Personal Property Information System (PROP). The system was developed to address property accountability, one of the three identified material weaknesses of the Service. The increase will provide for system enhancement, including development of new reports, training, and increased computer costs at the Regional and park level.

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General Administration/Central Office Administration

4. Establish Internal Audit Control Position..... +50 1 FTE

This increase would provide funding for an internal audit control position to be located in the Administrative Services Division. This position will coordinate and monitor efforts directed towards the correction of currently identified or anticipated material weaknesses. The Internal Control Interagency Coordinating Council on Management Improvement has recommended a more direct linkage between the identification of material weaknesses and the budget process. The Service has three identified material weaknesses: (1) property accountability; (2) curatorial cataloging and storage; and (3) maintenance. Increases contained in the FY 1991 budget address each of these weaknesses.

Distribution of change by object class

The object class detail for the proposed $881,000 increase and 1 FTE is as follows:

	FTE	Amount
Personnel services	+1	+35,000
Personnel benefits		+7,000
Travel and transportation of persons		+60,000
Printing and reproduction		+45,000
Other services		+699,000
Supplies and materials		+35,000
Total	+1	$881,000

Justification of Program and Performance

Activity: General Administration
Subactivity: Regional Office Administration

(Dollar amounts in thousands)

Program Elements	FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
Regional Office ($)	15,265	15,057	14,813	14,984	+171
Administration (FTE)	(385)	(385)	(385)	(385)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Regional Office Administration	15,265	-208	15,057

The reduction mandated by P.L. 99-177 will require substantial reductions in travel and training and the deferral of some equipment purchases. Vacant positions will be left unfilled for longer periods of time, decreasing the timeliness and effectiveness of administrative support functions in the Regional Offices.

Authorization

16 U.S.C. 1

Objectives

Work closely with parks, especially smaller parks, to ensure that fiduciary responsibilities are met; advise Regional management on options concerning funding, staffing, and other administrative questions; work with the Washington Office to ensure that policy directives are communicated to parks, and communication from parks are directed to Washington.

Base Program

Each Regional Office has an administrative staff to provide coordination and support on administrative matters affecting the parks in the Region. These personnel are responsible for all administrative support services including personnel and payroll management, contracting, programming and budgeting, property management, and various other functions. A small staff remains in each Regional Office to provide financial management liaison between the parks and the Central Finance Office. Also, included within the base program are related costs for supplies and materials and local telephone service.

General Administration/Regional Office Administration

Base adjustments for fiscal year 1991 reflect increases for a portion of the January 1991 Federal pay raise and one more paid day in fiscal year 1991. These increases are offset by decreases for retirement system costs (provided in fiscal year 1990 in General Administration and transferred to Park Management for fiscal year 1991) and for administrative and staffing efficiencies to be achieved during fiscal year 1991.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	14,813	14,984	+171
(FTE)	(385)	(385)	(--)

Restore Funding to Fiscal Year 1989 Level..... +171 -- FTE

In fiscal year 1990, Congress reduced funding for this park support subactivity by $171,000 due to a concern that as much funding as possible should be provided directly to the parks. The Service shares this belief, as reflected by the fiscal year 1989, 1990 and 1991 budget requests, all of which proposed significant park level increases and no increases to Regional Office Administration even though an increase to support the park level increases could have been justified given the expanded workload. In addition, the Service agrees that every effort must be made to keep administrative costs as low as possible. However, it is also accepted that some oversight and coordination of the parks are necessary, cost-effective and desirable. The Service believes that the reduction enacted in fiscal year 1990 decreases the amount available for administrative and park support costs below the minimum necessary to carry out mandated responsibilities in a timely and efficient manner. Funding is requested which would restore the 1990 reduction.

Distribution of change by object class

The object class detail for the proposed $171,000 increase is as follows:

	FTE	Amount
Travel and transportation of persons	--	+20,000
Other services		+85,000
Printing and reproduction		+10,000
Supplies and materials		+30,000
Equipment		+26,000
Total	--	+$171,000

Justification of Program and Performance

Activity: General Administration
Subactivity: Automatic Data Processing

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
Automatic Data Processing	($)	9,259	9,133	10,170	11,104	+934
	(FTE)	(75)	(75)	(75)	(75)	(--)

Impact of Public Law 99-177

FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
9,259	-126	9,133

The reduction mandated by P.L. 99-177 will require cuts in training and travel and the deferral of some equipment purchases. Key vacancies will remain unfilled, decreasing the timeliness and effectiveness of administrative and park support functions in the Regional Offices.

Authorization

16 U.S.C. 1

Objectives

Provide management with timely information to support efficient operation of the National Park System.

Base Program

Information and Data Systems staff, located in the Washington, D.C., headquarters and in the Regional Offices, provide ADP services for the entire National Park Service.

The Information and Data Systems Division in Washington, D.C., coordinates the automatic data processing program of the Service. It provides technical guidance, assistance, and support to all elements of the Service in the areas of computer systems design, data retrieval, data communications, and ADP systems for Service operations. In addition, the Division is responsible for operation of NPS ADP systems and the development and application of data processing standards.

General Administration/Automatic Data Processing

The ADP environment consists of the Washington Headquarters, Regional Offices, Service Centers and parks which have remote data input and retrieval capabilities. The major computer service is currently being supplied by commercial and Government-owned computer installations, none of which is owned or operated by the National Park Service. Management information collection, processing and reporting capability are provided by ADP services for managers who have need for complete, current, and reliable information for effective performance of Service functions. To maintain and operate ADP systems at a level required to supply ADP users with basic support, the following base level support is required:

1. Operating the 64 production computer systems currently supporting the National Park Service.

2. Maintaining the production systems to ensure the correct execution of the programs and providing for reliability of operations.

3. Providing control and safeguards to ensure proper system backup, security and disaster recovery capabilities and procedures.

4. Providing technical support in the selection, acquisition and approval of all ADP equipment and services.

5. Meeting the mandatory reporting requirements set by GSA, GAO and the Department of the Interior.

6. Maintaining ADP standards throughout the National Park Service.

7. Planning for the design and installation of all NPS Servicewide data bases.

8. Developing an effective plan for establishing the direction of ADP development within the National Park Service.

9. Providing a minimum level of technical support service to Field and other organizational units for the resolution of their specific problems and inquiries; i.e., consultation/guidance in system use; resolution of file, program and system problems; programming language assistance; and ADP training.

The automated data systems currently maintained provide the Service with important and timely information on virtually every major activity and operation necessary for the efficient administration of the National Park System. In addition, computer production systems are in place that assist in meeting the many reporting requirements of the Department, the Treasury, and other Federal agencies.

General Administration/Automatic Data Processing

Base adjustments for fiscal year 1991 reflect increases for a portion of the January 1991 Federal pay raise and one more paid day in fiscal year 1991. These increases are offset by decreases for retirement system costs (provided in fiscal year 1990 in General Administration and transferred to Park Management for fiscal year 1991) and for administrative and staffing efficiencies to be achieved during fiscal year 1991.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	10,170	11,104	+934
(FTE)	(75)	(75)	(--)

The proposed increase of $934,000 is itemized below:

1. Restore Funding to Fiscal Year 1989 Level..... +34 -- FTE

In fiscal year 1990, Congress reduced funding for this park support subactivity by $34,000 due to a concern that as much funding as possible should be provided directly to the parks. The Service shares this belief, as reflected by the fiscal 1989, 1990 and 1991 budget requests, all of which proposed significant park level increases and no increases to Automated Data Processing even though an increase to support the park level increases could have been justified given the expanded workload. In addition, the Service agrees that every effort must be made to keep administrative costs as low as possible. However, it is also accepted that some oversight and coordination of the parks are necessary, cost-effective and desirable. The Service believes that the reduction enacted in fiscal year 1990 decreases the amount available for administrative and park support costs below the minimum necessary to carry out mandated responsibilities in a timely and efficient manner. Funding is requested which would restore the 1990 reduction.

2. Provide Adequate Telecommunications Capability to Support New Park Systems..... +900 -- FTE

The National Park Service is the only large Department of the Interior bureau without a dedicated telecommunications infrastructure. This increase would allow implementation of a telecommunications network among park areas, Regional Offices, Service Centers, the Washington Office Computer Center, Departmental mainframe computing centers, and other existing NPS computing environments such as the Boise Interagency Fire Center. Departmentwide

General Administration/Automatic Data Processing

administrative computer systems scheduled for FY 1991 implementation and/or development (Federal Financial System and Case Incident Reporting System) assume that full telecommunications capabili[redacted]will be available. Existing systems, such as the Property System, and future requirements, such as conversion of the Bureau Payroll System, also will utilize the central communications network.

Specific requirements funded from this proposed increase are as follows:

- Procurement of fractional T-1 digital transmissions channels which will provide acceptable communications speed of 1.544 megabits per second among major National Park Service locations.

- Procurement of hardware and software to allow existing or future NPS equipment to interface with IBM Systems Network Architecture protocols required at Departmental mainframe administrative computer centers.

Procurement costs and expenses are actually estimated at $1.0 million, but this has been offset by anticipated first year savings of $100,000.

Distribution of change by object class

The object class detail for the proposed $934,000 increase is as follows:

	FTE	Amount
Travel and transportation of persons		+50,000
Other services		+200,000
Supplies and materials		+150,000
Equipment		+534,000
Total	--	+$934,000

Justification of Program and Performance

Activity: General Administration
Subactivity: Servicewide Administrative Support

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
Servicewide Administrative Support	($)	10,550	10,406	11,146	11,457	+311
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Servicewide Administrative Support	10,550	-144	10,406

Amounts budgeted under this subactivity are based on estimated billings for various administrative support functions. Steps will be taken to encourage savings in the various support areas, such as postage and printing.

Authorization

16 U.S.C. 1

Objectives

To share Systemwide telephone and postal services; to pay for the NPS' share of interagency services such as the Departmental library, audits and inspections, and for certain activities conducted on an inter-Departmental basis such as Federal Information Centers; and, to provide Servicewide printing needs.

Base Program

Funds budgeted under this subactivity cover the cost of a number of general administrative services as shown below:

General Administration/Servicewide Administrative Support

Service	1991 Base
Federal Telecommunications System (FTS) and Commercial Telephone Costs	$5,431,000
Postage	3,900,000
Inter-Departmental Services	980,000
Drug Free Workplace Program	202,000
Printing	633,000
Total	$11,146,000

In December 1988, the General Services Administration (GSA) awarded contracts to replace the Federal Telecommunications System (FTS) with FTS 2000. The transition will occur during fiscal year 1990. There is, at present, no firm basis for developing supportable estimates of the cost of operating under the new FTS 2000 contract. For this reason, no adjustment is being requested in FTS funding for fiscal year 1991. Any savings that may accrue from the potentially lower cost-per-call aspect of FTS 2000 will likely be offset by greater usage and/or conversion costs for telephone units currently on the old FTS. GSA has only budgeted conversion funds for units utilizing the old FTS system. The Park Service is presently analyzing telecommunications capabilities within the bureau to assess increased funding requirements for conversion to FTS 2000 of those telephone units currently utilizing non-FTS systems. Non-FTS units comprise the vast majority of Park Service telecommunications.

The fiscal year 1991 base includes an upward adjustment of $400,000 for postage, which reflects estimated additional costs from an anticipated rate increase in 1991, and $202,000 to establish a base dollar amount for the bureau share of the funding needed to support the Department Drug-Free Workplace.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	11,146	11,457	+311
(FTE)	(--)	(--)	(--)

Take Pride in America Program ..... +311 -- FTE

The Department of Interior encourages volunteer stewardship in a variety of ways, including the national Take Pride in America campaign. Take Pride reaches out to millions of Americans through its national awards program, grassroots activities, and public service announcements. The campaign's message is simple: America's natural resources belong to all of us, and we have a responsibility to leave them in better condition for future generations.

General Administration/Servicewide Administrative Support

The National Park Service is requesting $311,000 as its share of funding required to support the Department's Take Pride in America effort. The program is designed to encourage wise use of the lands and resources shared by all Americans. Many Federal, State, local and private sector organizations are involved and the focus of the campaign is at the grassroots level. The campaign is not intended to be a vast Federal program, but rather to provide a unifying theme for thousands of local and individual activities. Through national public service announcements, public-private partnerships, a national awards program and other activities, the campaign seeks to provide a boost for stewardship action and awareness efforts around the nation.

Distribution of change by object class

The object class detail for the proposed $311,000 increase is as follows:

	FTE	Amount
Other services	--	+311,000
Total	--	+$311,000

Justification of Program and Performance

Activity: General Administration
Subactivity: General Services

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
General Service	($)	390	385	390	390	--
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
General Services	390	-5	385

Amounts budgeted under this subactivity are based on estimated billings for various general administrative services for the Washington Headquarters Office of the National Park Service. Steps will be taken to encourage savings in copy machine and telecopier use.

Authorization

16 U.S.C. 1

Objectives

Provide various administrative services primarily to facilitate Washington Office operations.

Base Program

A number of services are provided which facilitate and support Washington Office operations. These services include shuttle bus services between the Main Interior Building and the L Street Offices, copy machine rental and supplies, telecopier rental and supplies, printing expenses for Golden Age, Golden Access, and Golden Eagle Passports, and operating expenses for the employee Health Unit at the L Street Offices in Washington, D.C.

There are no changes requested for this program in 1991.

Justification of Program and Performance

Activity: General Administration
Subactivity: Employees' Compensation Payments

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
Employees' Compensation Payments	($)	7,717	7,612	8,375	8,375	--
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Employees' Compensation Payments	7,717	-105	7,612

Amounts budgeted under this subactivity are based on actual billings for the National Park Service from the Department of Labor. The reductions mandated by P.L. 99-177 could result in the need to reprogram funds from other activities to cover actual costs.

Authorization

16 U.S.C. 1

Objectives

To provide financial compensation to National Park Service employees in the event of a job related injury.

Base Program

The National Park Service makes payments to the Employees' Compensation Fund at the Employment Standards Administration within the Department of Labor to cover the cost of compensation claims awarded to Service employees during the previous fiscal year. The 1991 base includes an estimated increase in such payments of $658,000 over the 1990 enacted budget, based on prior year billing trends.

Justification of Program and Performance

Activity: General Administration
Subactivity: Unemployment Compensation for Federal Employees

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
Unemployment Compensation for Federal Employees	($)	8,350	8,236	7,350	7,350	--
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Unemployment Compensation for Federal Employees	8,350	-114	8,236

Amounts budgeted under this subactivity are based on actual billings for the National Park Service from the Department of Labor. The reductions mandated by P.L. 99-177 could result in the need to reprogram funds from other activities to cover actual costs.

Authorization

5 U.S.C. 8509

Objectives

To provide unemployment compensation to qualifying former personnel.

Base Program

The Omnibus Reconciliation Act of 1980 (Public Law 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, be reimbursed to the Federal Employees' Compensation account of the unemployment trust fund by each Federal agency. At this time, billing information is not available at the bureau level. The Department has distributed the total cost among affected bureaus on the basis of total separations. The level of separations for the National Park Service is the highest in the Department because of the large number of seasonal staff. The base adjustment reflects a decrease in the estimated costs of unemployment claims.

Justification of Program and Performance

Activity: General Administration
Subactivity: GSA Space Rental

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
GSA Space Rental	($)	16,626	16,399	17,673	18,975	+1,302
	(FTE)	(--)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P. L. 99-177	FY 1990 Adjusted Approp.
GSA Space Rental	16,626	-227	16,399

Amounts budgeted under this subactivity are based on actual billings for the National Park Service from the General Services Administration. The reduction mandated by P.L. 99-177 could result in the need to reprogram funds from other activities to cover actual costs.

Authorization

16 U.S.C. 1

Objectives

To provide the office space and related services for the National Park Service in GSA-owned and operated buildings.

Base Program

The Service makes payments to the General Services Administration (GSA) for office space and related services in GSA-owned buildings. The standard level user charges paid by the Service are determined by the GSA and billed on a quarterly basis. The base amount for 1991 includes an additional $1,047,000. This increased amount is required to cover a shortfall in this subactivity resulting from a prior year appraisal and rate determination made by the GSA.

General Administration/GSA Space Rental

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	17,673	18,975	+1,302
(FTE)	(--)	(--)	(--)

Additional Space Rental Resulting in Increased Costs.....+1,302 -- FTE

This increase is proposed to cover new space requirements resulting from the rental of additional GSA space. New requirements include new space at the following:

GSA Space Rental

Glen Canyon National Recreation Area - Office, ADP and storage space
White House Warehouse - Second phase of additional storage space
Accounting Operations Division, Reston, Virginia - Office space
Alaska Regional Office - Warehouse space
Rocky Mountain Regional Office - Office and warehouse space
Southeast Regional Office - Office space
Southwest Regional Office - Office space
Western Regional Office - Office space
Pacific Northwest Regional Office - Office space
Canaveral National Seashore - Office space
Harry S Truman National Historic Site - Underground storage
Jean Lafitte National Historical Park - Office space
Carlsbad Caverns National Park - Outside parking
Salinas Pueblo National Monument - Office, storage and lab space
Katmai National Park and Preserve - Office and ADP space
Bering Land Bridge National Preserve - General storage space
Boise Fire Center - Office space
Denver Service Center - Office space

Distribution of change by object class

The object class detail for the proposed $1,302,000 increase is as follows:

	FTE	Amount
Rent, communication and utilities	--	+1,302
Total	--	+$1,302

Justification of Program and Performance

Activity: General Administration
Subactivity: Executive Direction

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
Executive Direction	($)	6,772	6,679	6,602	6,852	+250
	(FTE)	(144)	(144)	(144)	(144)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Executive Direction	6,772	-93	6,679

The reduction mandated by P.L. 99-177 willl require decreases in program related travel. Vacant positions will be left unfilled for a longer period of time than would otherwise be the case.

Authorization

16 U.S.C. 1

Objectives

To provide effective executive level management for the National Park System.

Base Program

These funds are used to pay the salaries and expenses of senior level managers in Washington and the 10 Regional Offices. The executives are responsible for overall management of the National Park System. They establish operating guidelines and objectives, coordinate with other public and private organizations, efficiently manage staff and funds, and ensure compliance with legislation, Departmental directives, and regulations affecting the operation of the National Park System.

Base adjustments for fiscal year 1991 reflect increases for a portion of the January 1991 Federal pay raise and one more paid day in fiscal year 1991. These increases are offset by decreases for retirement system costs (provided in fiscal year 1990 in General Administration and transferred to Park Management for fiscal year 1991) and for administrative and staffing efficiencies to be achieved during fiscal year 1991.

General Administration/Executive Direction

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	6,602	6,852	+250
(FTE)	(144)	(144)	(--)

Restore Funding to Fiscal Year 1989 Level..... +250 -- FTE

In fiscal year 1990, Congress reduced funding for this park support subactivity by $250,000 due to a concern that as much funding as possible should be provided directly to the parks. The Service shares this belief, as reflected by the fiscal 1989, 1990 and 1991 budget requests. In addition, the Service agrees that every effort must be made to keep administrative costs as low as possible. However, it is also accepted that some oversight and coordination of the parks are necessary, cost-effective and desirable. The Service believes that the reduction enacted in fiscal year 1990 decreases the amount available for this subactivity below the minimum necesarry to carry out mandated responsibilities in a timely and cost efficient manner. Funding is requested which would restore the 1990 reduction.

Distribution of change by object class

The object class detail for the proposed $250,000 increase is as follows:

	FTE	Amount
Personnel services	--	+132,000
Personnel benefits		+33,000
Travel and transporation of persons		+60,000
Other services		+9,000
Supplies and materials		+4,000
Equipment		+12,000
	--	+$250,000

Justification of Program and Performance

Activity: General Administration
Subactivity: Public Affairs

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (-) Dec. (-) from Base
Public Affairs	($)	1,942	1,916	1,892	1,892	--
	(FTE)	(43)	(43)	(43)	(43)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Public Affairs	1,942	-26	1,916

The reduction mandated by P.L. 99-177 will require decreases in travel and training and the purchase of supplies. Vacant positions will be left unfilled for longer periods of time than otherwise would be the case, decreasing the timeliness in responding to requests from congressional staff, the news media, and the general public.

Authorization

16 U.S.C. 1

Objectives

To provide the general public, the news media, Members of Congress, and others with accurate information about the National Park System, including visitor facilities, park attractions, and the management policies of the National Park Service; and, to promptly respond to requests for information made under the Freedom of Information Act.

Base Program

The National Park Service is an exceptionally visible public agency. It administers Federally owned properties which the public uses in ever-increasing numbers. Consequently, there is a parallel demand for information about the Service and the parks it administers. The Public Affairs program of the National Park Service exists to respond to this demand.

General Administration/Public Affairs

Through public affairs staffs located in Washington and the Regional Offices, the Service informs the public of the diversity of attractions, facilities, services, and programs available in 355 units of the National Park System. As most of the information sought is of greatest value to prospective park visitors while planning personal travel itineraries and vacation schedules, timeliness is a critical factor in responses. The Public Affairs staff respond to more than a million information requests annually from the general public and approximately 25,000 requests from the news media, the Congress, and other Federal agencies. This staff is also responsible for reviewing and assembling information to satisfy about 420 Freedom of Information requests annually.

Base adjustments for fiscal year 1991 reflect increases for a portion of the January 1991 Federal pay raise and one more paid day in fiscal year 1991. These increases are offset by decreases for retirement system costs (provided in fiscal year 1990 in General Administration and transferred to Park Management for fiscal year 1991) and for administrative and staffing efficiencies to be achieved during fiscal year 1991.

NATIONAL PARK SERVICE

OPERATION OF THE NATIONAL PARK SYSTEM

Park and Program Summary

The funds requested under the "Operation of the National Park System" appropriation are distributed by park area, office, and program as detailed on the following pages. The figures in the table for full-time equivalents (FTE-T) represent totals for all accounts.

Before the distribution is shown, justifications for individual park increases in FY 1991 are detailed in an "Analysis of Special Park Increases." These justifications collect under each park those increases requested under various Park Management subactivities previously described.

Park Management/Analysis of Special Park Increases

The National Park Service is proposing a series of initiatives for fiscal year 1991 to address funding and staffing needs related to the changing and expanding nature of park operations. These initiatives total almost $18.8 million and 407 FTE's. The request builds on park operational increases enacted in 1989 and 1990 and represents continued attention towards what is perhaps the greatest problem facing the Service today. Simply put, that problem is to provide adequate operational funding to a Park System beset with responsibilities more numerous, complex and costly than ever before. How the Service responds to the park funding issue will be one of its major challenges as it enters the 1990's.

The request focuses primarily on park operational maintenance requirements. A 1988 General Accounting Office study was critical of funding allocated for this purpose, identifying a shortfall of approximately $50 million in operational maintenance. The proposed increase, by channeling over $11 million into park maintenance programs, would bring the annual operational maintenance level to approximately $240 million, an increase of approximately $35 million in the three budget years since the issuance of the GAO report.

Smaller, yet still significant amounts are also included in the request to address the interpretive and resource management aspects of park operations. A total of $2.6 million is requested for interpretation and $2.1 million for park resource management. The Service has, in recent years, repeatedly cited the need to enhance the resources available for these activities that are key to the mission of the Service. Modest increases are also present within the request for visitor protection, park administration and concessions management. These three areas would, in total, be increased over $2.9 million from the 1990 enacted level.

The request can be broken down into three distinct categories or areas of emphasis. The Park Service is requesting funding and staffing for: (1) 13 units which are new to the National Park System [$4.7 million and 86 FTE's]; (2) 26 units whose responsibilities have expanded through facility development, land acquisition, legislative mandates, or new program requirements and direction [$6.3 million and 139 FTE's]; and (3) a total of 99 units which, in recent years, have experienced a significant "erosion" of their park operating base as a result of a variety of circumstances--inflationary and otherwise [$7.8 million and 182 FTE's]. The erosion category puts primary, although not exclusive, emphasis on smaller and medium-sized units where there is less flexibility in meeting budgetary requirements after providing for park "fixed" costs. All told, this request affects 136 different units since two units, Manassas and Petersburg National Battlefields, show up in both the expanding and eroding categories.

The categorical perspective best illustrates the changes which, combined with other pressures, have begun to squeeze the park budgets. Since most of the increases which comprise these categories cover several budget subactivities and the basic justification for each individual increase relates to the park operation as a whole, specifics concerning these categorical initiatives are presented together in this section of the budget for the sake of clarity and

organization. Please note that tables presented within the narrative for each budget subactivity section of this book reference only the park name and the amount of funding and staffing required to accomplish the initiatives.

Following is a crosswalk between budget function and initiative category, by dollar amount:

FUNDING CROSSWALK (Dollars in Thousands)

Park Management Budget Subactivity	New Units	Expanding Units	"Eroding" Units	Total All Units
Management of Park Areas	761	225	364	1,350
Concessions Management	20	58	--	78
Interpretation	552	1,107	914	2,573
Visitor Protection	156	324	1,028	1,508
Maintenance	2,037	4,202	4,919	11,158
Resource Management	1,116	411	588	2,115
[Cultural]	[998]	[120]	[216]	[1,334]
[Natural]	[118]	[291]	[372]	[781]
Total, Park Management	4,642	6,327	7,813	18,782

A crosswalk between budget function and initiative category, by FTE, is presented below:

FTE CROSSWALK (Dollars in Thousands)

Park Management Budget Subactivity	New Units	Expanding Units	"Eroding" Units	Total All Units
Management of Park Areas	15	4	4	23
Concessions Management	1	1	--	2
Interpretation	13	27	29	69
Visitor Protection	5	6	22	33
Maintenance	38	92	106	236
Resource Management	14	9	21	44
[Cultural]	[13]	[3]	[8]	[24]
[Natural]	[1]	[6]	[13]	[20]
Total, Park Management	86	139	182	407

Specifics on the individual park operating increases are detailed on the following pages.

The National Park Service requests funding and staff for the following parks:

Park Management/Analysis of Special Park Increases

	($000's) Amount	FTE's
I. Stewardship of Units New to the National Park System....	+$4,642	86 FTE

A total of 16 new park units have been added to the National Park System since 1986. One, Steamtown National Historic Site, was added by the 99th Congress; a total of 14 (Bluestone National Scenic River, Charles Pinckney National Historic Site, City of Rocks National Reserve, El Malpais National Monument, Gauley River National Recreation Area, Hagerman Fossil Beds National Monument, Jimmy Carter National Historic Site, Mississippi National River and Recreation Area, Natchez National Historical Park, Poverty Point National Monument, Samoa National Park, San Francisco Maritime National Historical Park, Timucuan Ecological and Historic Preserve and Zuni-Cibola National Historical Park) were added by the 100th Congress; and one, Ulysses S. Grant National Historic Site, was added during the first session of the 101st Congress. In addition to these new parks, existing legislation and the recent determination by the Congress to close the Presidio of San Francisco as an active military base effectively transfers the jurisdiction of the Presidio to the National Park Service for management as part of the Golden Gate National Recreation Area.

As new parks are added to the System, the normal procedure is to request funds to complete requisite planning documents which guide the Service in the appropriate level and means of protection, use, development and management of the unit. Funds have been requested and approved in the 1990 budget to begin the planning process for the newest units. Initial operational funding was also approved in the 1989 and 1990 budgets for all but 3 of the parks (Charles Pinckney National Historic Site, Poverty Point National Monument, and Ulysses S. Grant National Historic Site) where acquisition or transfer of resources had not as yet taken place. Often this funding was to provide merely a "caretaker" presence until more complete funding plans could be developed for the new units.

The amount of base operational funding required at the early stage of the park process can vary. In some cases, the new unit of the National Park System has been previously operated as a State park or by another Federal agency such as the Bureau of Land Management. In those cases, structures to be maintained and programs to be continued may be in place. In other cases, the park must be established from scratch and a limited Federal presence is only initially necessary to prevent resource degradation. In all cases, however, the ultimate amount of funding required for operation can only be fully determined at the conclusion of the planning process. It is worth restating that most of the new units lack completed planning documents at the present time.

Presented below are proposals to provide further operational funding and staffing for 13 of the new units. Bluestone National Scenic River and Gauley River National Recreation Area are combined into one increase request for administrative clarity. Funding is also requested for transition management and operations at the Presidio. The Service believes that present funding is sufficient for the three new units which are not included in this request, given their current operating base and the complexities of acquisition and planning. These units are Hagerman Fossil Beds, Samoa National Park, and Timucuan Ecological and Historic Preserve.

Park Management/Analysis of Special Park Increases

1. Charles Pinckney National Historic Site, South Carolina..... +$250 +8 FTE

Charles Pinckney National Historic Site, located in South Carolina, was authorized by Congress in 1988. This historic colonial farm, which honors a noted signer of the Constitution, consists of a main house and outbuildings situated on approximately 28 acres. The proposed increase would establish an initial base for the site and allow interpretive tours of the main house, funding for utility costs, and routine maintenance of all structures. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$122	4 FTE
Maintenance	128	4 FTE

2. City of Rocks National Reserve, Idaho..... +$50 +2 FTE

City of Rocks National Reserve, a new unit authorized in 1988 and located in the State of Idaho, is proposed for additional operational funding to supplement the initial base of $150,000 provided in 1990. This increase would provide an adequate level of resource maintenance until such time as an approved general management plan can be implemented. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$50	2 FTE

3. El Malpais National Monument, New Mexico..... +$54 +3 FTE

The El Malpais is a large volcanic region with several major lava flows located near Grants, New Mexico. El Malpais, which is Spanish for "bad country," was authorized as a unit of the National Park System in 1988, and initial operational funding of $290,000 was approved in 1990. The fiscal year 1991 request would allow the park to expand its maintenance staff by one full-time and two seasonal employees. The ongoing maintenance program would be supplemented to allow more timely upkeep of visitor use facilities, roads and trails. In addition, the increase would provide clerical support for the one full-time administrative employee. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$18	1 FTE
Maintenance	36	2 FTE

4. Gauley River National Recreation Area and Bluestone National Scenic River, West Virginia..... +$50 +2 FTE

Both of these West Virginia areas were authorized in 1988 as new units of the National Park System. Under the authorizing legislation, they will be administered under New River Gorge National Recreation Area. Initial operational funding of $100,000 was provided in 1990, allowing establishment

of the Site Manager and Chief Ranger positions and minimal programs of patrol, law enforcement and resource protection. This increase would allow the establishment of a limited operational maintenance base. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$50	2 FTE

5. Jimmy Carter National Historic Site, Georgia..... +$99 +3 FTE

Jimmy Carter National Historic Site was established in 1987 to preserve key sites and structures associated with President Jimmy Carter during his time in Plains, Georgia. An operational base of $192,000 was provided beginning in 1989 and is now approximately $200,000. The Jimmy Carter Boyhood Home has recently been added to the park. The requested funding supplements the base and provides a full-time Maintenance Worker, a full-time Interpretive Ranger, a Cultural Resource Management Specialist and associated supplies and materials. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$8	-- FTE
Interpretation	21	1 FTE
Visitor Protection	3	-- FTE
Maintenance	42	1 FTE
Resource Management	25	1 FTE

6. Mississippi National River and Recreation Area, Minnesota..... +$250 +6 FTE

The Mississippi National River and Recreation Area in Minnesota was authorized as a unit of the National Park System in 1988. Initial management operations, including a Project Manager, support staff, office expenses and planning, were provided for in 1990 with the establishment of an operating base of $150,000. This increase would further supplement management operations and establish an operational maintenance base at the park. It would also provide $50,000 to support the legislatively established Advisory Commission. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$150	4 FTE
Maintenance	100	2 FTE

7. Natchez National Historical Park, Mississippi..... +$350 +8 FTE

Natchez National Historical Park was authorized as a unit of the National Park System in 1988. An initial base of $150,000 for management operations was established in 1990. Melrose, a preserved plantation house within the boundaries of the park, is anticipated to be acquired by the Service in 1990. This increase would provide funds to interpret and maintain Melrose and provide patrol and security services. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

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Interpretation	$110	3 FTE
Visitor Protection	40	1 FTE
Maintenance	200	4 FTE

8. Poverty Point National Monument, Louisiana..... +$700 +10 FTE

Poverty Point National Monument in Louisiana was established by Public Law 100-560 in 1988 to preserve prehistoric archeological sites. Included within the boundary of the new unit is a 400 acre State park which will be transferred to National Park Service ownership. The Service anticipates that the State area will be under Federal management by 1991. There is currently no operating base for this park unit. Funds requested in 1991 would allow initial management and administrative oversight, interpretation of the area building upon existing State programs, law enforcement and patrol capability, resource management, and maintenance of public use facilities transferred by the State. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$70	2 FTE
Interpretation	135	1 FTE
Visitor Protection	40	1 FTE
Maintenance	275	4 FTE
Resource Management	180	2 FTE

9. Presidio of San Francisco..... +$380 +4 FTE

In establishing the Golden Gate National Recreation Area in 1972 (Public Law 92-589), Congress included the Presidio of San Francisco within the authorized boundary of the park. The legislation further directed that any or all parts of the Presidio that were determined to be excess to the needs of the Department of Defense would automatically shift to the jurisdiction of the Department of Interior for management as part of Golden Gate NRA. The Defense Secretary's Commission on Base Realignment and Closure has recommended the closure of the base and Congress has concurred with this decision. Planning for the transition and ultimate disposition of the 1,268 acre post, which contains over 800 structures, is ongoing in 1990 with funds provided both in the Interior and Defense appropriations. This proposed increase would allow expansion of a Transition/Operations Team responsible for developing a plan for transferring facility management and administrative functions from the Army to the National Park Service. Primary among the initial tasks to be accomplished is the development of a Memorandum of Understanding between the Army and the National Park Service, which will form the basis for an orderly, planned transition. In addition, particular attention needs to be paid to such items as questions from current tenants concerning their future status; development of necessary contractual agreements; evaluation of information related to buildings and utility systems; and development of a condition assessment of the physical plant. This increase, combined with a National Park Service base of $320,000 provided in 1990, would establish a $700,000

funding level to accomplish these tasks in a timely manner prior to the National Park Service's assumption of the operation of the Presidio. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$380	4 FTE

10. San Francisco Maritime National Historical Park, California..... +$996 +10 FTE

Legislation enacted in 1988 separated San Francisco Maritime National Historical Park from Golden Gate National Recreation Area, of which it had been part. Funds totaling over $1.4 million were transferred from Golden Gate to establish an operating base for the park in 1990. Primary among responsibilities for the new unit is the preservation of 8 large historic ships. Funds previously available for the specialized maintenance required for these historic ships are no longer available due to the closing of the Haslett Warehouse, a commercial office facility. Revenue from the rental of office space in the Warehouse was used for this purpose, as authorized by Public Law 95-625. This increase would provide funds and specially trained staff to perform the necessary preservation maintenance on an annual basis. Supplies and materials to accomplish the work would also be provided. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$204	2 FTE
Resource Management	$792	8 FTE

11. Steamtown National Historic Site, Pennsylvania..... +$863 +13 FTE

Steamtown National Historic Site was authorized in 1986 as a unit of the National Park System. It is representative of the contribution of the railroad in American history. The Service is charged with preserving a number of structures, a collection of railroad rolling stock, and railroad memorabilia on the site of a former railroad yard in downtown Scranton, Pennsylvania. This increase would supplement base funding of approximately $1.0 million, first provided in 1989, and would allow expansion in nearly all aspects of park operations. Visitation to the park now exceeds 70,000 annually. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$10	-- FTE
Concessions Management	20	1 FTE
Interpretation	90	2 FTE
Maintenance	690	9 FTE
Resource Management	53	1 FTE

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12. Ulysses S. Grant National Historic Site, Missouri..... +$350 9 FTE

On October 2, 1989, Public Law 101-106 was signed by President Bush to establish the pre-Civil War home of Ulysses S. Grant as the Nation's newest park. The legislation stipulates that the estate of our 18th President must be donated to the Federal Government. Arrangements have been made for this action to take place. While extensive future restoration will be necessary after completion of a Historic Structure Report and Historic Resource Study, operational funding is requested in 1991 to establish a Park Service presence to prevent further resource degradation. The proposed increase would put a Site Manager in place and provide for administrative duties, site patrol, initial interpretive planning and ongoing maintenance of the structure and grounds. In addition, it would provide for utility costs and limited equipment necessary for park startup. Details of how the site will eventually be managed can only be determined by completion of a General Management Plan. Until that time, the site will be administered under the Jefferson National Expansion Memorial National Historic Site.

Management of Park Areas	$50	2 FTE
Interpretation	50	1 FTE
Visitor Protection	50	2 FTE
Maintenance	200	4 FTE

13. Zuni-Cibola National Historical Park New Mexico..... +$250 +8 FTE

Zuni-Cibola National Historical Park was established by Public Law 100-567 in 1988 to provide interpretation of the continuing Zuni Pueblo culture. There is presently no operational base for the park. This increase would provide initial funding for all aspects of park operations. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$75	2 FTE
Interpretation	24	1 FTE
Visitor Protection	23	1 FTE
Maintenance	62	2 FTE
Resource Management	66	2 FTE

	($000's) Amount	FTE's
II. Stewardship of Expanding National Park System Units.....	+$6,327	139 FTE

In recent years, a number of National Park System units have seen significant increases in responsibilities, as well as more lands and facilities for which to provide care and protection. During the past decade, for example, many "Construction" appropriation line items, added by Congress, put in place new visitor use facilities which must be operated and maintained. Land acquisition has continued on a consistent basis, bringing to the System not only land but sometimes existing facilities or extant cultural resources. Development at some

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parks has spurred significant increases in visitation. New legislation, both State and Federal, often has been the impetus behind the Service acquiring yet additional responsibilities, particularly in the area of maintenance. In many cases, park managers have been required to assume these new responsibilities without the benefit of funding adjustments. An increase of $2,800,000 for new and expanding parks was included in the final appropriation for fiscal year 1990. This amount was split between expanding parks and units new to the System. A total of 9 parks received additional funding to address specific expanded responsibilities in 1990. The parks were as follows:

Big South Fork National River and Recreation Area	$200,000
Buffalo National River	150,000
Harpers Ferry National Historical Park	150,000
Jean Lafitte National Historical Park and Preserve	100,000
Johnstown Flood National Memorial	160,000
Lowell National Historical Park	260,000
New River Gorge National River	350,000
Padre Island National Seashore	100,000
Salem Maritime National Historic Site	100,000
Total	$1,570,000

Of course, other parks with expanding responsibilities benefited in 1990 through the distribution to all park units of approximately $28 million in operational funding. The funds were allocated on a formula basis, following the congressional directive that each park should receive no less than a 5 percent increase over fiscal year 1989 while capping the increase for individual parks at 15 percent for all but new or expanding parks. In particular, this kept in place specific 1989 appropriations which were added by Congress to address funding issues at parks which have seen extensive capital development or accelerated land acquisition. The increases for 1990 shown above, however, represent specific situations where the increase was directly tied to identifiable new responsibilities. In much the same vein, proposals are presented below which are designed to correct 26 of the most critical situations at expanding or developing park units.

1. Allegheny Portage Railroad National Historic Site..... +$250 +5 FTE

Allegheny Portage Railroad National Historic Site has seen extensive development in recent years. There has been extensive restoration at the Summit Level. At Staple Bend Tunnel, a visitor contact facility has been constructed and new interpretive trails have been developed. Staple Bend Tunnel, the first railroad tunnel constructed in the United States, has been restored and new interpretive programs put in place to tell its story. This increase would provide basic visitor services in interpretation and custodial services at the Summit Level unit and at Staple Bend Tunnel. It would also provide for maintenance of historic and newly constructed structures and trails. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

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Management of Park Areas	$15	-- FTE
Interpretation	55	2 FTE
Maintenance	180	3 FTE

2. Big Cypress National Preserve..... +$400 +8 FTE

Big Cypress National Preserve has undergone significant changes in operating conditions in recent years due to the acquisition of many diversified facilities and surplus improved properties, primarily through the Land Acquisition program. This increase would allow the park to maintain the Oasis Visitor Center at an acceptable level, maintain its campgrounds which have swelled in popularity and use, and provide overall maintenance improvements for public use facilities that receive extensive year-round use in the south Florida climate. The increase would also provide base funding for the minerals environmental compliance and regulatory program at the park, which was established to comply with Public Law 100-301. Funding for this program has previously been provided through the Natural Resources Preservation program. Standard policy is to fund projects within this program for a maximum of 3 years and then, if required, to seek base funding through the budget process. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$200	4 FTE
Resource Management	200	4 FTE

3. Big South Fork National River and Recreation Area .... +$150 +3 FTE

Big South Fork National River and Recreation Area has benefitted from $14 million in capital improvements undertaken by the Corps of Engineers. Responsibility for these new facilities at Blue Heron has been turned over to the National Park Service. Partial funding for this activity was provided in 1990 through approval of $200,000 within the $2.8 million appropriated for new and expanding park units. Funds requested in this proposal would allow the remaining operational and maintenance requirements of the Blue Heron recreation/interpretation complex to be base funded. The new facilities include 12 interpretative structures, 4.8 miles of roads, 15 miles of trails, a parking lot, a 45 site campground, and various utility systems. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$150	3 FTE

4. Boston African-American National Historic Site..... +$175 +3 FTE

Boston African-American National Historic Site, which consists of 15 pre-Civil War Black historic structures, has recently been designated as a unit of the National Park System. Previously, the site was considered an affiliated area. One of the 15 structures, the African Meeting House, is a major attraction on the Black Heritage Trail in Boston and the oldest Black church in New England. Through the development program, it has been restored and opened to the public.

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This increase would provide for maintenance designed to protect the Government investment in rehabilitating the structure. It would also expand the interpretive program and provide for the increased utility costs associated with the opening of the Meeting House.

Interpretation	60	-- FTE
Maintenance	115	3 FTE

5. Channel Islands National Park..... +$400 +5 FTE

With the acquisition of the 54,000 acre Santa Rosa Island, the land area of Channel Islands National Park has increased six times in size. Santa Rosa Island is isolated, located 45 miles off the California coast, and this has slowed human impacts on the island's resources. A minimal operational level is required however, to control visitor impacts to the island's pine and oak forests, riparian habitat, marine terraces and coastal dune systems. Additional funding totaling $300,000 was provided by Congress for this purpose in 1989 and continued as part of the park base in the 1990 appropriation. An additional $70,000 over the 1989 level was also provided in 1990. For 1991, maintenance funds are requested which would allow upkeep of the island airstrip, one pier, 15 miles of primary roads and 44 miles of secondary roads. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$400	5 FTE

6. Chesapeake and Ohio Canal National Historical Park..... +$250 +9 FTE

Funding was provided to the Chesapeake and Ohio Canal National Historical Park in FY 1989 to rebuild the Olmstead Island bridges. These four footbridges overlooking Great Falls were washed out during Hurricane Agnes in 1972. The rebuilding project will make it necessary to step up the level of patrols along the Potomac River shoreline and on the islands. In particular the increased amount of accessible shoreline provides a danger, as this area possesses some of the most severe terrain and white water areas of the river. Problems associated with alcohol and drug abuse will undoubtedly rise with the visitation, which is expected to increase in the Great Falls area by 100 percent. This increase would allow patrol of the island and shoreline and also provide for trash removal, maintenance of the trails and a 540-space parking lot and upkeep of interpretive signs. The maintenance workload will increase dramatically with the anticipated rise in visitation. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$75	3 FTE
Maintenance	175	6 FTE

7. Curecanti National Recreation Area..... +$325 +6 FTE

After an extensive development program of $28 million over the past decade largely as a result of the Upper Colorado River Project, Curecanti National

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Recreation Area is experiencing a rapid rise in visitation that is outstripping the capability of the park to operate at an adequate standard. This increase would provide funds for the operation, use and protection of the new recreational facilities. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$45	2 FTE
Visitor Protection	44	1 FTE
Maintenance	236	3 FTE

8. Ellis Island National Monument and Statue of Liberty National Monument..... $1,984 +39 FTE

In July 1986, Liberty Island and the newly restored Statue of Liberty reopened to the public and experienced visitation in excess of 3 million. After an extensive restoration financed by private donations, the Main Hall at Ellis Island has also been restored and is scheduled to be opened to the public in the late summer of 1990. Visitation to Ellis Island is expected to exceed 2 million annually. The vast number of visitors has taxed the park's capability to provide visitor services and protection at both units consistent with Park Service standards. Additional personnel are required in interpretation and concessions management. Expanded visitor protection is also needed. A further $200,000 is required for preventative maintenance contracts, as well as an estimated additional $100,000 to cover utility costs associated with the state-of-the-art equipment (incinerators, elevators, HVAC systems) installed on Liberty Island. To properly maintain the new facilities and keep the new state-of-the-art equipment in working order, a significant expansion of the maintenance staff is proposed. Additional grounds maintenance, made necessary by the huge influx of visitation, is also required. In addition, in October 1986, the Service assumed responsibility for the Ellis Island utility plant, which will be fully operational in FY 1990-1991. In FY 1991, an additional $250,000 is required to contract out the actual operation of the powerhouse. Local private sector wage differentials and higher cost of living preclude the recruitment of Government employees capable of performing this function. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$200	4 FTE
Concessions Management	58	1 FTE
Interpretation	339	4 FTE
Visitor Protection	100	-- FTE
Maintenance	1,287	30 FTE

9. Fort Clatsop National Memorial..... +$60 +2 FTE

A significant expansion of the park visitor center is nearing completion. Costs of the expansion have been shared between Federal funding and a private donation campaign. Visitation to this park have been increasing at a rapid rate in recent

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years, making the visitor center expansion necessary. This increase would allow for expanded visitor center operations. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$18	1 FTE
Maintenance	42	1 FTE

10. Fort Union Trading Post National Historic Site..... +$70 +3 FTE

Fort Union Trading Post National Historic Site has several new responsibilities, including a new visitor center, 1 and 1/2 miles of road, two parking areas, a new trail, and several restored period structures. In addition, visitation at the park has increased over 100 percent in the last 5 years. The fiscal year 1991 request would provide additional maintenance workers to care for the new facilities and a Cultural Resource Management Specialist/Curator position to monitor the seven major park structures which remain as ruins. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$35	2 FTE
Resource Management	35	1 FTE

11. Fossil Butte National Monument..... +$170 +5 FTE

This increase would establish a maintenance program, paleontological support activities, administrative support and interpretive services adequate to meet new operational requirements due to the construction of a new visitor center and maintenance facilities at Fossil Butte National Monument. Utility costs for the new facilities are also included in this request. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$10	-- FTE
Interpretation	15	1 FTE
Maintenance	100	3 FTE
Resource Management	45	1 FTE

12. Grant-Kohrs Ranch National Historic Site..... +$79 +2 FTE

Grant-Kohrs Ranch National Historic Site has recently increased its maintenance workload as a result of the Land Acquisition program. New lands acquired for the park have increased irrigation requirements from 50 to 232 acres; lands now used for pasture have increased 1,200 acres; the number of structures for which the park is responsible has grown by 31 (25,600 square feet); and fencing has increased by over 44,000 feet. Funds are requested for the new maintenance requirements associated with this additional workload. It would also provide for a modest expansion of the park interpretive program. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$14	-- FTE
Maintenance	65	2 FTE

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13. Hot Springs National Park +$75 +3 FTE

The 28,000 square foot Fordyce Bathhouse has been completely rehabilitated and converted into a visitor center for Hot Springs National Park. The structure, consisting of three floors and a basement, has an environmentally controlled area for artifact storage, new office space, an audiovisual room, exhibits, courtyards, gardens, bathrooms and a visitor information area. Tours will be conducted at the visitor center and the restoration of the historic structure is expected to generate a significantly increased level of visitation. A Congressional increase of $300,000 provided for this purpose in 1989 has been continued as a permanent base adjustment in the 1990 appropriation. An additional $70,000 over the 1989 level was also provided in 1990. This proposal would supplement the funding added in the past two budgets and allow the new facility, which has been the focus of the recent revitalization of the park, to operate at the standard expected of the National Park Service. Maintenance requirements, in particular, have escalated beyond the present capabilities of the park. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	75	3 FTE

14. Kalaupapa National Historical Park..... +$85 +2 FTE

The National Park Service has entered into a cooperative agreement with the State of Hawaii that turns over maintenance responsibility for a newly constructed water system to the Service. The new water system is the sole water supply for a community of 150 residents, as the old water system has been abandoned and is beyond repair. This increase would allow maintenance of the water well, water pump, diesel generators, and water lines which make up the system. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$85	2 FTE

15. Kenai Fjords National Park..... +$141 +3 FTE

Increased funds are required to support two recently completed facilities at Kenai Fjords National Park. The new Seward Visitor Center, together with a new visitor facility at Exit Glacier, would receive operating funds under this request. Visitation has increased over 1,000 percent and the number of facilities in the park has tripled in the past 8 years. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$46	1 FTE
Maintenance	49	1 FTE
Resource Management	46	1 FTE

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16. Klondike Gold Rush National Historical Park, Alaska..... +$250 6 FTE

Funds are required to meet the demands of an expanding maintenance program and increased utility costs associated with a new visitor facility, the Mascot Saloon. Costs in Alaska generally run above that in the continental United States. The new structure further strains the capability of the park to provide adequate visitor services within the current park operating base.

Interpretation	$70	2 FTE
Maintenance	150	3 FTE
Resource Management	30	1 FTE

17. Manassas National Battlefield Park..... +$90 -2 FTE

The boundaries of Manassas National Battlefield Park have been significantly expanded twice in the past decade. First, the 600 acre Brawner Farm tract, site of the Battle of Groveton during the Second Manassas Campaign, was acquired in 1981. Base funds have never been provided for this acquisition. Second, the Stuart's Hill track was added in 1988 and increased the acreage of the battlefield by another 600 acres. A future revision of the General Management Plan will determine the preferred alternatives and recommended actions for the Service as regards the Stuart's Hill land, but limited base funds are required to protect and maintain the resources at this time. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$7	-- FTE
Visitor Protection	45	1 FTE
Maintenance	38	1 FTE

18. Monocacy National Battlefield +$175 +4 FTE

Monocacy National Battlefield was authorized in 1934, but the Service was prohibited from utilizing Federally funded land acquisition for this park until 1976. It has never been an operational park unit. Limited maintenance and resource protection efforts have been carried out by the staff of nearby Antietam National Battlefield. Recent land acquisitions and completion of the park planning documents have made it possible and necessary for the Service to provide Monocacy with a true operating base. This increase would begin that process. It would provide one ranger and three maintenance workers; a small dump truck, a small pick up truck, and a station wagon; necessary equipment such as mowers, trimmers, hand tools; supplies and materials; office space; and utilities. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$32	1 FTE
Maintenance	143	3 FTE

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19. Natchez Trace Parkway..... +$200 +4 FTE

Since 1984, 50 additional miles of the Natchez Trace Parkway have been completed. Three comfort station stops have also been constructed since that time. This increase would provide funding and staff to perform an ongoing maintenance program for the new 50 mile section and the comfort stations. It would also provide additional seasonal Patrol Rangers for the new section of road. These rangers are necessary for proper levels of visitor safety, resource protection and land use permit monitoring. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$20	1 FTE
Maintenance	180	3 FTE

20. Pecos National Monument..... +$35 +1 FTE

The Fogelson Visitor Center at Pecos National Monument was constructed in 1984 and expanded in 1987. This increase would provide funds to operate and maintain the visitor center and to supplement the interpretive program, which is almost totally dependent on the Volunteers-in-Parks program. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$17	-- FTE
Maintenance	18	1 FTE

21. Petersburg National Battlefield..... +$150 +2 FTE

Petersburg National Battlefield has recently acquired through donation 930 acres at Five Forks, site of a decisive Civil War engagement which effectively ended the siege of Petersburg and led within a week to the surrender of the Confederate Army of Northern Virginia at Appomattox Court House. The Five Forks property is within the authorized boundary of Petersburg National Battlefield and will be maintained as a distinct unit of the park. The acquisition expands the acreage of the park by over 50 percent. Included within the new acquisition are 300 yards of earthworks, 3 houses, 1 house ruin, 7 outbuildings and 2 barns. This amount would provide funds and staff to initiate limited operations and protect the resources. The park intends to landscape the property in an effort to restore it to its 1865 condition. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	30	-- FTE
Maintenance	120	2 FTE

22. Salem Maritime National Historic Site..... +$75 +3 FTE

This increase would expand base funding to provide visitor services, protection, maintenance and historic resource management at a rapidly developing park with greatly increased visitation. Accordingly, Salem Maritime National Historic Site

is seeking to increase the frequency of visitor contacts through roving interpreters. A $100,000 increase to the park base was provided in 1990 as part of the $2.8 million increase earmarked for new and expanding park units. This would supplement the base adjustment provided in 1990 and would be used in all aspects of park operations. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$[illegible]	1 FTE
Visitor Protection	[illegible]	-- FTE
Maintenance	[illegible]	1 FTE
Resource Management	[illegible]	1 FTE

23. San Antonio Missions National Historical Park..... +$314 +8 FTE

San Antonio Missions National Historic Park was authorized in 1978 and opened to the public in 1983. Limited funds were provided at that time to establish an operating base. Base funding has only marginally increased since the opening of the unit. Since that time however, the land protection plan has been implemented and visitation has increased to over 250,000 annually. Because of other requirements, current interpretive staffing is insufficient to provide proper levels of visitor contact at the four mission sites within the park. Current staffing and funding levels also do not support the needs of the archeology, curatorial and historic maintenance programs of the unit. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$239	7 FTE
Maintenance	40	-- FTE
Resource Management	35	1 FTE

24. Sitka National Historical Park..... +$99 +3 FTE

After a $5 million restoration, the Russian Bishop's House at Sitka National Historical Park opened in late 1988. To protect the Federal investment, the new facility requires funding to institute interpretive programs and to cover utility and maintenance costs. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$40	2 FTE
Maintenance	59	1 FTE

25. Thomas Stone National Historic Site..... +$150 +4 FTE

The recently completed general management plan for Thomas Stone National Historic Site calls for increased efforts in interpretation and maintenance. This increase will allow the site to be opened to the public on a limited basis. It

would establish a minimal operating base for the park, which commemorates a signer of the Declaration of Independence. Base funding in 1990 for Thomas Stone National Historic Site is slightly less than $4,000. The proposed distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$25	1 FTE
Maintenance	125	3 FTE

26. War in the Pacific National Historical Park..... +$175 +5 FTE

This park provides an opportunity to interpret events associated with the Pacific Theater of World War II. The year 1991 will mark the fiftieth anniversary of the beginning of this struggle. Since its establishment in 1978, War in the Pacific National Historical Park has operated with a minimal amount of base funding and has accomplished restoration and rehabilitation work through the project-oriented regional maintenance programs. This increase would establish a more realistic operating base for this park, which is anticipated to garner increased interest associated with the anniversary of the war. Hours of operation of the visitor center would be expanded from eight to ten daily. The burden currently placed on the interpretive staff, which consists of two permanent full-time rangers and one seasonal ranger, would be reduced. In all, the park has seven distinct units, widely scattered over 2,000 acres. The proposal would also upgrade the level of maintenance to an acceptable standard. The required tasks, complicated by rapid jungle growth and increasing resource deterioration, far exceed the capabilities of the present four person crew. The proposed distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$65	2 FTE
Maintenance	110	3 FTE

	($000's) Amount	FTE's
III. Erosion of Park Bases.....	+$7,813	+182 FTE

The single most overriding budget issue facing established park areas is the gradual erosion of the park operating base. Even though the overall operating budget of the National Park Service has doubled during the 1980's, there remains a serious problem on a park-by-park basis. The large increases in recent years have gone primarily to cover increased salary costs, newly established park units, Regional maintenance and resource management programs, the United States Park Police, Servicewide Resources Management programs, and Servicewide "fixed-cost" items such as space, employees' compensation payments and Federal Telecommunications System (FTS) charges. The Service has been unable to accommodate the inflationary costs in areas other than personnel compensation such as utilities, service contracts and basic supplies. This problem is felt most acutely in parks with smaller or medium-sized annual budgets, where flexibility of the management to "absorb" increased costs is limited due to the

fact that 75 to 90 percent of park costs can be tied to salaries and benefits of permanent employees. In cases such as this, seasonal programs which operate during the peak visitor season are often among the first items to be cut. Maintenance is often deferred, leaving a large infrastructure backlog to address with no additional funding. The purchase of supplies, materials and equipment is also frequently deferred, reduced or even eliminated, resulting in increased costs to the Federal Government at a later date. Above all, visitor services, protection and the public perception of the park suffers. Managers are forced to make decisions based on doing the least harm rather the most good.

The 1990 appropriation provided for what was termed a more "even" distribution of funding increases among the park areas. All parks were accorded a minimum of a 5 percent increase over the 1989 level, with the maximum increase capped at 15 percent above 1989 for all but new and expanding parks. This initiative is similar in that it is aimed at providing a more reasonable operating base for a large number of park units that have not received special attention in recent years. Presented below are proposals benefitting 99 parks. These increases represent the highest priorities for this type of request as identified by the Regional Offices.

1. Adams National Historic Site..... +$60 +3 FTE

This increase would allow Adams National Historic Site to reinstate proper maintenance of the historic homes and grounds, restore off-site educational programs for local schools, and provide for conducted interpretative programs. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$26	2 FTE
Maintenance	27	1 FTE
Resource Management	7	-- FTE

2. Agate Fossil Beds National Monument..... +$10 -- FTE

This increase would fully fund utility costs and the costs of deferred maintenance supplies at the park. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$10	-- FTE

3. Alaska Region..... +$150 -- FTE

This increase would fund annual standby and availability costs of a high altitude rescue helicopter to service Denali, Wrangell-St. Elias and Lake Clark National Parks. There is no such craft available on-call in Alaska without a contract for availability. The actual costs of the rescues would still be funded from the Search and Rescue program. The proposed subactivity distribution of dollars in thousands) and staffing is as follows:

Visitor Protection	$150	-- FTE

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4. Anchorage Interagency Visitor Center..... +$10 -- FTE

This increase would restore cuts in the hours of operation at the Anchorage Visitor Center and provide an adequate stock of information materials in demand by visitors. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$10	-- FTE

5. Antietam National Battlefield..... +$200 +7 FTE

This increase would fund the maintenance program at a level to provide basic stabilization of historic farms and repair of 307 park signs at Antietam National Battlefield. It would restore the off-site education program with local schools, allow continued expansion of conducted talks and tours, and provide a needed preventive maintenance program for the care of 102 monuments and 377 cast iron guide tablets located within the park boundary. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$50	2 FTE
Maintenance	150	5 FTE

6. Appomattox Court House National Historical Park..... +$95 +1 FTE

This increase would provide funds for overall operation and management of the park. In FY 1989, over 90 percent of the park operating base was programmed for personnel services, leaving Appomattox Court House with minimal flexibility to address new program requirements. In particular, maintenance requirements are being deferred. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$30	-- FTE
Maintenance	65	1 FTE

7. Arches National Park..... +$100 +2 FTE

Funds requested for Arches National Park would allow the restoration of interpretive programs, including conducted trail hikes and campfire programs. Off-site education programs for elementary level students would also be accommodated. A modest enhancement of the park maintenance program is also requested. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$75	2 FTE
Maintenance	25	-- FTE

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8. Arkansas Post National Memorial..... +$15 +1 FTE

The proposed increase would allow Arkansas Post National Memorial to operate the visitor center on a 7 day week, 8 a.m. to 5 p.m. basis year-round. Included are information desk staff and custodial services. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$10	1 FTE
Maintenance	5	-- FTE

9. Assateague Island National Seashore..... -$275 -4 FTE

This increase would provide funds for park operations, with heavy emphasis in the maintenance arena. It would provide for maintenance of the new road and campground, allow adequate administrative support, and provide for enhanced protection services. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$20	-- FTE
Visitor Protection	55	1 FTE
Maintenance	200	3 FTE

10. Baltimore-Washington Parkway..... +$70 +2 FTE

Funds requested with this proposal would allow grounds maintenance and sanitation to be performed more frequently during the peak season of parkway use and vegetation growth. At present, sanitation and trimming are accomplished every 3 weeks. The additional funding and FTE would place the work on a 2 week cycle. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$50	1 FTE
Resource Management	20	1 FTE

11. Bighorn Canyon National Recreation Area..... +$300 +3 FTE

This increase would allow for a basic operational level at Bighorn Canyon National Recreation Area consistent with Park Service standards. New program requirements have caused the park to lapse several maintenance and ranger positions. This proposal would allow a necessary maintenance program to be established at Ok-A-Beh Marina and provide for seasonal positions in the North District. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$20	-- FTE
Interpretation	16	1 FTE
Maintenance	264	2 FTE

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12. Biscayne National Park..... +$150 +4 FTE

This increase would restore adequate levels of visitor protection for this heavily visited park. It would also increase the level of patrols for resource protection and implement a needed maintenance program of buoys and markers for boating protection. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$50	2 FTE
Maintenance	70	1 FTE
Resource Management	30	1 FTE

13. Booker T. Washington National Monument..... +$75 +1 FTE

This increase would allow the restoration of a maintenance helper position which would assist in all necessary farming functions such as seed bed preparation, animal birthing, and crop and hay harvesting. In addition, it would allow the seasonal interpretive program to be restored to provide basic information services to visitors. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$36	-- FTE
Maintenance	39	1 FTE

14. Bryce Canyon National Park..... +$75 -- FTE

Funds for the park interpretive program have been shifted to cover increased utility costs. This increase would allow continuation of the interpretive programs at the level prior to the shift of funds. It would also provide for an adequate number of park brochures and additional interpretive supplies and materials. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$75	-- FTE

15. Canaveral National Seashore..... +$30 +1 FTE

Funds are requested to provide proper levels of maintenance within the park. Specifically, the additional funds, staff and maintenance equipment would allow for the cleaning of 24 vault toilets recently put in place for visitor use. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$30	1 FTE

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16. Canyon de Chelly National Monument..... +$125 +4 FTE

Additional staffing and funding for law enforcement activities at Canyon de Chelly National Monument are needed to handle increasing responsibilities. This increase would provide staffing levels sufficient to allow vacations and training for law enforcement personnel without compromising the protection of visitors. It would also upgrade the maintenance program by adding a mechanic position. The park currently has no mechanic for its 9 maintenance vehicles and present staff are often forced to double up on required duties, often harming the standards to which jobs are performed. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$75	3 FTE
Maintenance	50	1 FTE

17. Cape Krusenstern National Monument..... +$65 -1 FTE

Cape Krusenstern National Monument, together with Noatak National Preserve and Kobuk Valley National Park, comprise what is termed Northwest Alaska Areas. The three units are administered as one area for the sake of efficiency. All three parks have extensive consumptive uses, including subsistence and sport hunting, that require constant monitoring by plane. Communication with scattered local native populations who rely on the parks' resources is also essential. Base funding for these areas is insufficient to provide for these necessary activities. In addition, base funding will not allow proper coverage of the new joint-use visitor center at Kotzebue, Alaska. This proposed increase would provide for the requirements stated above. Amounts for Noatak National Preserve and Kobuk Valley National Park are listed separately in this section. The narrative above, however, applies to all three areas. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$20	1 FTE
Visitor Protection	45	-- FTE

18. Catoctin Mountain Park..... +$90 +0 FTE

This proposal would fund the park maintenance and resource management programs at adequate levels. Preventive maintenance needs to be performed annually on 54 historic structures within the park, and there are increasing gypsy moth and deer overpopulation threats to the park's vegetative integrity. In addition, this increase would provide support for Camp David law enforcement and security requirements. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$12	-- FTE
Maintenance	65	1 FTE
Resource Management	13	1 FTE

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19. Chaco Culture National Historical Park..... +$25 +1 FTE

This increase would allow for the necessary level of maintenance funding for the park, including utility costs, lease of a maintenance vehicle and a maintenance worker to maintain the water treatment plant. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$25	1 FTE

20. Congaree Swamp National Monument..... +$25 +1 FTE

Increasing visitation at Congaree Swamp National Monument requires additional funding and 1 FTE to provide maintenance for the park's visitor contact station. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	25	1 FTE

21. Coronado National Memorial..... +$35 +2 FTE

This request would fund visitor protection and resource management programs which have eroded from prior year capabilities. Staff law enforcement capability is required unless the park is to rely on the county sheriff's department on an "as available" basis. The increase would also provide for the coordination of resource management projects and for the monitoring of grazing and special use permits. At present, a seasonal GS-3 interpretive ranger is frequently the only employee on duty when a permanent employee is on leave or training status. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$23	1 FTE
Resource Management	12	1 FTE

22. Coulee Dam National Recreation Area..... +$55 +3 FTE

This increase would allow the National Park Service to maintain a level of boat patrol rangers to properly enforce safety rules, control lakeshore camping and provide education on proper disposal of waste. In addition, lakeshore maintenance would be upgraded. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$40	2 FTE
Maintenance	15	1 FTE

23. Crater Lake National Park..... +$75 +2 FTE

This increase would restore administrative support services that have been deferred due to increased costs elsewhere in park operations. Support costs to be restored include maintenance agreements, communications costs, and supplies

and materials. The proposal would also upgrade the maintenance program through the addition of two maintenance positions. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$25	-- FTE
Maintenance	50	2 FTE

24. Craters of the Moon National Monument..... +$17 +1 FTE

This proposal would extend the hours and season of operation for interpretive programs to prior year levels. It would also allow an additional 4 hours of patrol daily during the peak season and restore maintenance support costs, such as training and supplies and materials which have been reduced in recent years. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$6	1 FTE
Visitor Protection	6	-- FTE
Maintenance	5	-- FTE

25. Cumberland Island National Seashore..... +$24 +1 FTE

This proposed increase would allow for the operation of the parkwide seasonal maintenance program at prior year levels. It would allow the maintenance staff to use seasonals to assist in janitorial duties during the peak visitor season. It would also allow for the purchase of needed supplies and materials that have been deferred. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$24	1 FTE

26. Custer Battlefield National Monument..... +$25 +1 FTE

Custer Battlefield has reduced the level of grounds maintenance in the National Cemetery due to the accretion of other costs. This increase would fund the lost maintenance services. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$25	1 FTE

27. Death Valley National Monument..... +$200 +6 FTE

Death Valley National Monument has experienced a significant increase in summer visitation in recent years. This fact, coupled with the added maintenance requirements necessary to maintain the Monument's aging facilities, has forced the park to greatly reduce back-country patrols and defer other lower-priority maintenance. This proposal would provide staff for back-country patrols, restore

deferred maintenance, and allow increased attention to be focused on stabilizing the deteriorating natural and cultural resources in the park. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$100	3 FTE
Resource Management	100	3 FTE

28. Denali National Park and Preserve..... +$150 +3 FTE

This increase would allow operation of the visitor center at an adequate level. Funds are needed for interpretation, maintenance, and overall support costs such as utilities and supplies and materials. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$25	1 FTE
Maintenance	125	2 FTE

29. Edison National Historic Site..... +$125 +4 FTE

This increase would allow interpretation and maintenance programs to be restored to prior year operating levels. It would provide for increased security of the valuable Edison collection, maintenance of the electrical and heating systems, routine custodial services, daily interpretive tours of the laboratory, 5-day operation of Glenmont (Edison's Home), and enhancement of the school interpretive program by an addition 100 groups per year. Visitation has increased 84 percent since 1985. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$50	2 FTE
Visitor Protection	50	-- FTE
Maintenance	25	2 FTE

30. El Morro National Monument..... +$25 +1 FTE

Funds are requested to increase the maintenance staff to allow proper coverage when one of the two full-time maintenance workers is on leave or training status. This increase would also provide for increased utility costs and would fund the purchase of supplies and materials. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$25	1 FTE

31. Eleanor Roosevelt National Historic Site..... +$50 +1 FTE

This increase would enhance the resource management program of the park. It would allow surveys to be conducted to determine the presence, status and location of regionally rare plants occurring on Park Service property. It would provide funding to prepare baseline data to ensure future management actions will

not contribute to the decline of threatened fauna and rare flora. A modest maintenance increase is also requested. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$15	-- FTE
Resource Management	35	1 FTE

32. Fairbanks Interagency Visitor Center..... +$10 -- FTE

The Fairbanks Interagency Visitor Center has received dramatically increased visitation since its establishment. This proposal would allow expansion of visitor hours and provide additional folders and other printed information demanded by visitors. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$10	-- FTE

33. Ford's Theatre National Historic Site..... +$50 +2 FTE

Current staff and funding are insufficient to provide interpretation on a regular basis in the Ford's Theatre Museum. The proposal would allow the museum to operate 7 days a week by providing interpretative staff and skilled maintenance personnel. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$15	1 FTE
Maintenance	35	1 FTE

34. Fort Davis National Historic Site..... +$17 +1 FTE

Funding requested for Fort Davis National Historic Site would fully fund interpretative programs and expand coverage of the visitor center. The new position would free supervisory personnel from daily fee collection duties and allow proper program management and direction. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$17	1 FTE

35. Fort Scott National Historic Site..... +$50 +2 FTE

Funds requested for Fort Scott would fully fund maintenance and resource management programs. The park has 20 historic structures, 11 of which are original to the mid-19th century. To adequately preserve these cultural resources, additional funds and staff are needed. In addition, this increase would provide custodial and housekeeping services and maintenance of the 15 heating and air conditioning systems inside the historic structures. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$30	1 FTE
Resource Management	20	1 FTE

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36. Fort Smith National Historic Site..... +$36 -- FTE

The requested increase would provide funds to allow the filling of lapsed positions in park administration. It would also provide for basic supplies and materials necessary to properly maintain the park. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$26	-- FTE
Maintenance	10	-- FTE

37. Fort Stanwix National Monument..... +$50 +1 FTE

This proposal would provide funds needed to operate Fort Stanwix at Park Service standards. It would provide additional support in interpretation and increase the amount of funding available to properly maintain the structures and grounds. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$25	-- FTE
Maintenance	25	1 FTE

38. Fort Union National Monument..... +$35 +2 FTE

Current funding and staffing do not allow the park to provide full services to the visiting public. This increase would allow funding for peak season interpretive programs. In addition, funds would be provided to allow more frequent historic maintenance of the fort ruins. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$20	1 FTE
Resource Management	15	1 FTE

39. Fort Vancouver National Historic Site..... +$32 +2 FTE

This increase would restore interpretive programs which have been cut back or deferred due to absorptions of inflationary increases. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$32	2 FTE

40. Fredericksburg and Spotsylvania County Battlefields Memorial National Military Park..... +$150 -- FTE

The proposed increase would support restitution of the operational base redressing a decade of slippage resulting from a variety of factors such as increased retirement benefits, rising utility costs, new program requirements,

additional telephone costs, and data processing needs. This request would return the maintenance program for the widely-scattered 5,900 acre park to its 1984 operating level. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$150	-- FTE

41. George Washington Memorial Parkway..... +$80 1 FTE

Present base funding will not allow the establishment of an annual preventive maintenance program for preservation of the Arlington House, the Clara Barton House, various statues and historic memorials, all of which are the responsibility of this park area. Weather and old age have created a situation that must be addressed in the near future if the effects on the structures are to be reversed. This funding would allow a regular maintenance program to be established and reduce the dependence on more costly rehabilitation actions. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$80	1 FTE

42. George Rogers Clark National Historical Park..... +$20 -- FTE

A new heating, ventilation, and air conditioning system is being installed in the visitor center. This system will help protect the visitor center murals by providing a stable environment. The proposed increase would provide base funding to cover the increased utility costs anticipated from the new system and also allow the park to employ a seasonal laborer to accomplish routine maintenance activities. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$20	-- FTE

43. Gettysburg National Military Park..... +$120 +3 FTE

This proposal would provide funds for basic operations that have been deferred or eliminated in recent years. It would allow an increased preventive maintenance program for the 28 public use buildings of the park, allow the park to employ 2 additional seasonal law enforcement rangers from April to October, and provide personal interpretation at key areas on the battlefield as identified in the general management plan. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$14	-- FTE
Visitor Protection	24	1 FTE
Maintenance	82	2 FTE

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44. Haleakala National Park..... +$15 +1 FTE

Current base funding at Haleakala has been redirected to maintain the over 40 miles of feral animal control fences built since 1976. This increase would restore funding and staff for administrative support. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$15	1 FTE

45. Hampton National Historic Site..... +$45 +1 FTE

The proposed increase would double the number of tours provided annually, expand research capabilities, provide administrative support for all park activities and allow extended seasonal maintenance coverage of the house and gardens. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$10	-- FTE
Interpretation	25	1 FTE
Maintenance	10	-- FTE

46. Hawaii Volcanoes National Park..... +$100 +2 FTE

Law enforcement at Hawaii Volcanoes has become an increasingly complex and difficult problem and requires additional funding and staff to adequately address the shortfall in this area. This increase would maintain the necessary level of visitor protection in the park. It would also provide an upgrade of the maintenance program, allowing the purchase of needed supplies and equipment. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$75	2 FTE
Maintenance	25	-- FTE

47. Herbert Hoover National Historic Site..... +$20 -- FTE

The proposed increase would provide funds to cover the cost of utilities, which has steadily risen over the past 5 years. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$20	-- FTE

48. Homestead National Monument of America..... +$25 +1 FTE

The requested funds and staff would allow the park to return the interpretive and maintenance programs to the fiscal year 1985 operating level. It would provide more living history demonstrations, additional guided tours of the

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Freeman School and more timely maintenance of the visitor center by restoring the seasonal programs in both work areas. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$10	-- FTE
Maintenance	15	1 FTE

49. Hopewell Furnace National Historic Site..... +$50 -- FTE

This increase would allow the park to fund computer support costs and maintenance contracts, restore demonstration programs, cover the rising cost of utilities, and provide necessary supplies and materials. All of the above have been deferred or eliminated to fund basic operational costs elsewhere in the park. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$5	-- FTE
Interpretation	5	-- FTE
Maintenance	40	-- FTE

50. Hubbell Trading Post National Historic Site..... +$11 +1 FTE

The proposed increase would restore interpretative services to the 1973 level. Funds for interpretation have been shifted to pay for increased costs in other park operational areas. With this increased request, the park would be able to offer tours of the house, Trading Post and grounds, rather than only tours of the house as provided under the current program. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$11	1 FTE

51. Isle Royale National Park..... +$50 +2 FTE

New, tougher standards mandated by the state and the Environmental Protection Agency have required the addition of five licensed operators for the water and sewage system, plant and lab at Isle Royale National Park. These positions are necessary to operate and monitor the facilities and to maintain certification. Compliance with these new requirements has compromised the maintenance operation elsewhere in the park. This increase would restore maintenance funding and staffing shifted to comply with the new regulations. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$50	2 FTE

52. John Day Fossil Beds National Monument..... +$70 +3 FTE

Funds requested for John Day Fossil Beds National Monument would help reduce the backlog of maintenance requirements. These needs have been deferred to pay for

increased utility costs. In addition, the seasonal resource management program would be fully funded. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$15	1 FTE
Resource Management	85	3 FTE

53. Joshua Tree National Monument..... +$200 +4 FTE

This increase would restore operational maintenance funding for Joshua Tree National Monument. The maintenance staff employs only a limited number of seasonal workers. Necessary supplies, materials and equipment are also lacking for a program which is responsible for a 560,000 acre park. Annual visitation to the park is well over 1 million. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$200	4 FTE

54. Katmai National Park and Preserve..... +$76 +2 FTE

Under ANILCA, Katmai National Park and Preserve was significantly enlarged. The expansion included extensive coastal areas. The park operating base is simply not adequate to provide patrols to prevent poaching, archeological vandalism, or illegal Off Road Vehicle (ORV) use in a park encompassing over 4 million acres. This increase would provide funding to accommodate these requirements. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$76	2 FTE

55. Klondike Gold Rush National Historic al Park..... +$19 1 FTE

This increase would provide funds to establish an administrative clerk position to assist in handling the growing administrative workload. It would also allow the purchase of needed supplies and materials. Under the present park budget, there is little flexibility to allow for such purchases. Funds earmarked for supplies have been redirected to other areas to pay for increased contractual costs. The proposed subactivity distribution of dollars (in thousands and staffing is as follows:

Management of Park Areas	$19	1 FTE

56. Kobuk Valley National Park..... +$65 -- FTE

See narrative under Cape Krusenstern National Monument. This park is part of a group administered as Northwest Alaska Areas. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$10	-- FTE
Visitor Protection	55	-- FTE

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57. Lake Mead National Recreation Area..... +$200 +3 FTE

Current staffing levels are inadequate to deal with sanitation and litter problems at Lake Mead National Recreation Area. Annual visitation at the park has increased 43 percent since 1983, raising total annual visitation to well over 8 million. This proposed increase will provide for needed equipment such as floating toilets and shore-based vault toilets, along with staff to maintain them. The park maintenance program will also be upgraded. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$200	3 FTE

58. Lincoln Home National Historic Site..... -$100 +3 FTE

The present base funding levels at Lincoln Home do not afford staffing adequate to meet minimum maintenance standards. This increase would provide program funding to a point where National Park Service standards can be met. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$100	3 FTE

59. Maggie L. Walker National Historic Site..... +$33 +1 FTE

The park lacks flexibility in programming decisions as almost 90 percent of the base operating budget is tied to personnel compensation. This increase would fund an Administrative Clerk to provide needed administrative support. Funds would also be provided to fill a lapsed ranger position for the park interpretive program. This would allow the number of tours given to increase. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$17	1 FTE
Interpretation	16	-- FTE

60. Manassas National Battlefield Park..... +$75 -- FTE

Funds for supplies and materials have eroded annually, resulting in the purchase of supplies in other than economical quantities. Erosion of funding has also affected the level of patrol, guided tours, preservation maintenance, and the purchase of equipment. This increase would restore funding for the above activities. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$7	-- FTE
Interpretation	7	-- FTE
Visitor Protection	14	-- FTE
Maintenance	47	-- FTE

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61. Martin Luther King, Jr., National Historic Site..... +$70 +2 FTE

This increase would provide an adequate level of seasonal employees for interpretive and visitor protection activities during high visitation, special events and holidays. It would provide for increased staffing and maintenance of the park's visitor contact facilities and continued publication of The Avenue, the park's annual newsletter. The outreach program for local schools would also be expanded through personal contact and increased circulation of the park newsletter. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$38	1 FTE
Visitor Protection	18	-- FTE
Maintenance	14	1 FTE

62. Minute Man National Historical Park..... +$85 +2 FTE

This proposal would expand the scope and number of interpretive activities at Minute Man National Historical Park. It would allow the replenishment of the 18th Century landscape by removing brush and reestablishing hay fields and pastures. It would allow the number and frequency of patrols to be increased. The present funding level of the park does not allow these actions, which are called for in the General Management Plan. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$25	2 FTE
Visitor Protection	45	-- FTE
Resource Management	15	-- FTE

63. Morristown National Historical Park..... +$100 +3 FTE

Necessary maintenance at the park has been deferred to meet funding shortfalls in other areas. This increase would restore the maintenance funding and significantly increase the seasonal staff during the peak visitor periods. It would allow for the needed purchase of supplies and materials, which are consistently being deferred. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$100	3 FTE

64. Mount Rainier National Park..... +$208 +5 FTE

This request would provide for increased road maintenance, including specialized snow removal operations. It would provide for a road crew, vehicle rental and supplies and materials. Current funding levels at Mount Rainier do not allow road maintenance tasks to be performed as frequently as desirable. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$208	5 FTE

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65. Navajo National Monument..... +$10 -- FTE

This action would provide funding to allow a longer season of operation for the campgrounds and upgrade campground maintenance to the standards expected of the National Park Service. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$10	-- FTE

66. Nez Perce National Historical Park..... +$37 +2 FTE

Twenty-four separate sites constitute Nez Perce National Historical Park. To tour all of the sites requires a 400 mile trip. This increase would fully fund resource protection activities at some of the remote sites, allow hiring of a seasonal ranger to staff the visitor center from October through May, provide school outreach programs, and restore funding for a part-time library technician to maintain the reference library which includes an increasingly important collection of primary source material on the Nez Perce culture. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$12	1 FTE
Resource Protection	25	1 FTE

67. Noatak National Preserve..... +$70 1 FTE

See narrative under Cape Krusenstern National Monument. This park is part of a group administered as Northwest Alaska Areas. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$10	-- FTE
Visitor Protection	60	1 FTE

68. North Cascades National Park..... +$99 +2 FTE

As operational costs have risen parkwide, North Cascades National Park has increasingly deferred facility maintenance to meet this demand. This increase would allow funding of a utilities worker and maintenance mechanic, as well as allowing purchase of needed equipment, supplies and materials. It would restore the park's maintenance program to a level adequate to operate at Park Service standards. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$99	2 FTE

69. Olympic National Park..... +$204 +5 FTE

This request would allow upgrade of the park maintenance program for 600 miles of trails, including treadway bridges and 17,000 feet of boardwalk. The current

funding level at Olympic National Park has forced deferral of much of this program. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$204	5 FTE

70. Oregon Caves National Monument..... -$27 +2 FTE

A laborer position is required to meet the additional maintenance workload at the park. At present, this position can only be funded through lapses in other needed positions. This increase would provide base funding to allow for the maintenance position and also allow enhancement of seasonal maintenance staff. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$27	2 FTE

71. Organ Pipe Cactus National Monument..... +$50 +2 FTE

The park is facing an increased number of felonies because of its location on the United States-Mexico border. This proposal would provide base funding to allow increased patrol along the 31 shared miles of border between the two countries. It would provide a minimum of three rangers for patrol during the heavy visitor season and a minimum of two rangers during the summer months. An increase proposed for the maintenance program would allow the restoration of funds for the purchase of supplies and materials. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$40	2 FTE
Maintenance	10	-- FTE

72. Pea Ridge National Military Park..... +$68 -- FTE

This increase would allow for increased utility costs, repair and maintenance of park structures, and restoration of the interpretive program to explain the significance of the Civil War battle fought here. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$26	-- FTE
Interpretation	22	-- FTE
Maintenance	20	-- FTE

73. Petersburg National Battlefield..... +$70 +2 FTE

This proposal would allow for a seasonal program to be established for maintenance. Visitation has increased 20 percent in the last 5 years and the park has opened the City Point unit, further straining the limited staffing

resources. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$17	-- FTE
Maintenance	53	2 FTE

74. Pictured Rocks National Lakeshore..... +$40 -- FTE

This proposal would restore base funds to operate the park at an acceptable level. Absorption of price increases for maintenance supplies and utilities has resulted in deferred maintenance and lapsing of seasonal positions. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$20	-- FTE
Maintenance	20	-- FTE

75. Pipestone National Monument..... +$10 +1 FTE

Pipestone National Monument has suffered, like many other small parks, a loss in basic support costs over the past 2 years. Increases in utility bills, telephone service, fuel, required supplies and mandatory training have necessitated lapsing positions, eliminating needed seasonals and deferring maintenance to pay for the increased costs. This increase would restore operations and services to Park Service standards. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$3	-- FTE
Maintenance	7	1 FTE

76. President's Park..... +$125 +5 FTE

The park operates a ticket system for visitors wishing to tour the White House. The popularity of the White House tour has increased in recent years and the program is designed to alleviate the long lines as much as possible, provide crowd control, and protect the visitors and resources. A change in visitation patterns has also occurred, with the result being increased visitation from October to April to go with the normally large crowds during May to September. During the winter, soil compaction and serious damage to plant material present a growing concern. Due to other requirements and increased costs elsewhere, the park has not been able to provide an adequate of staff to operate this program year-round. This increase request would provide for the year-round operation of the White House tour program. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$65	3 FTE
Maintenance	60	2 FTE

Park Management/Analysis of Special Park Increases

77. Prince William Forest Park..... +$125 -- FTE

Prince William Forest Park has been forced to reduce maintenance services and associated supplies due to rising costs elsewhere in park operations. The maintenance program is currently operating with only 19 employees for 24 approved and required positions. This proposed increase would allow the 5 lapsed positions to be filled. It would also allow the restoration of funding for needed supplies and maintenance materials. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$125	-- FTE

78. Richmond National Battlefield Park..... +$20 -- FTE

Base operational funding for Richmond National Battlefield has been insufficient to allow for the absorption of increased costs of supplies, utilities and equipment. To compensate, the purchase of supplies and equipment has been deferred and maintenance work has been placed on hold. This proposal would provide base funding to allow the more timely purchase of equipment and supplies, as well as the accomplishment of deferred maintenance work. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$20	-- FTE

79. Roger Williams National Memorial..... +$80 +2 FTE

The park's operating base has not been significantly increased since the opening of the visitor center in 1984. As the only National Park Service site in Rhode Island, the park enjoys steady visitation on each day of the week. This increase proposal would establish a suitable operating base for the park. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$39	-- FTE
Maintenance	41	2 FTE

80. Sagamore Hill National Historic Site..... +$100 +3 FTE

Sagamore Hill National Historic Site needs additional funding and staff to operate at the standard expected of National Park Service areas. Increased costs and new requirements have cut into the operating base to such an extent that most of the park's base is comprised of salary and benefit costs. This increase would restore flexibility to the management, allow the park to meet new program requirements and provide the expected level of visitor services to the public. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$10	-- FTE
Interpretation	15	-- FTE
Visitor Protection	16	-- FTE
Maintenance	36	2 FTE
Resource Management	23	1 FTE

Park Management/Analysis of Special Park Increases

81. Saint-Gaudens National Historic Site..... +$83 +4 FTE

Saint-Gaudens National Historic Site needs funding to provide a minimal level of maintenance for 8 historic structures and 150 acres of landscaped grounds. This action would also provide funds for mandatory training and increased utility costs. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$83	4 FTE

82. Salinas National Monument..... +$100 +3 FTE

Base funding at Salinas National Monument is comprised almost entirely of personnel costs. This increase would allow the park to reinstate maintenance and resource protection programs which have been lost to inflationary increases over time. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$60	2 FTE
Resource Management	40	1 FTE

83. San Juan Island National Historical Park..... +$38 +1 FTE

Park funding lost to overall inflationary increases has significantly reduced the capabilities of the seasonal programs in interpretation and maintenance. San Juan Island National Historical Park has an operating base of slightly over $200,000 and this level affords park management only limited flexibility when reacting to new requirements or inflationary increases. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$8	-- FTE
Maintenance	30	1 FTE

84. Saratoga National Historical Park..... +$75 +2 FTE

This proposal would provide for enhanced protection of park resources, allow more timely accomplishment of grounds maintenance, and provide for replacement of artwork in the wayside exhibits. It would increase the frequency of ranger patrols and extend the hours of coverage at visitor contact facilities. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$7	-- FTE
Maintenance	21	-- FTE
Resource Management	47	2 FTE

Park Management/Analysis of Special Park Increases

85. Saugus Ironworks National Historic Site..... +$87 +2 FTE

This request would restore funds lost through general inflationary increases to provide for the staffing of the Iron Works House, allow the hiring of a wheelwright to maintain the reconstructed water wheels, generally enhance the park maintenance program and provide support for new administrative requirements. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$16	-- FTE
Interpretation	12	1 FTE
Maintenance	53	1 FTE
Resource Management	6	-- FTE

86. Scotts Bluff National Monument..... +$60 +1 FTE

This increase would provide funding to the park maintenance programs. At present, the park cannot afford to establish a Chief of Maintenance or Maintenance Foreman position due to the increased costs elsewhere in park operations. New requirements of the Maintenance Management System make it imperative that a Chief of Maintenance be provided. Also, maintenance work is often deferred to provide for increased operational costs elsewhere in the park. Additional trail and road rehabilitation, janitorial services and fence repair would be accomplished with this funding. Funds provided under this increase would also benefit Agate Fossil Beds National Monument, as the two parks are jointly administered. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$60	1 FTE

87. Sequoia National Park..... +$100 +3 FTE

Due to the increased cost of operations, Sequoia National Park has found itself with little flexibility to address serious problems in visitor services and resource maintenance. Park seasonal programs in these areas have been reduced to provide funds and staffing elsewhere in park operations. This increase would provide the means to partially reinstate the seasonal programs to meet growing demands. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$50	3 FTE
Maintenance	50	-- FTE

88. St. Croix National Scenic Riverway..... +$134 +4 FTE

The proposed increase would allow restoration of programs parkwide. Seasonal maintenance has been reduced to absorb inflationary support costs. Supplies and materials are often not purchased in cost-efficient quantities. This action would allow for a reduction in the furlough period for six maintenance workers

and significantly upgrade the level of maintenance performed in the park. It would restore funds lost to increasing utility costs, allow upgraded resource maintenance and protection programs, and extend the hours of operation for visitor contact stations. At St. Croix National Scenic River, it is important to personally contact as many visitors as possible to provide safety information and park orientation. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$14	-- FTE
Interpretation	20	-- FTE
Maintenance	150	4 FTE

89. Theodore Roosevelt National Park..... +$63 +2 FTE

The year-round programs at the North Unit of Theodore Roosevelt National Park have developed to such an extent that the park operating base is no longer sufficient to fund these programs. This increase would provide for scheduled year-round visitor center operations and maintenance support. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$20	1 FTE
Visitor Protection	27	1 FTE
Maintenance	16	-- FTE

90. Theodore Roosevelt Inaugural National Historic Site..... +$25 -- FTE

This proposal would restore operational levels in basic interpretation and maintenance programs. A visitation increase of over 200 percent since 1985 has strained park services at all levels. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Interpretation	$9	-- FTE
Maintenance	16	-- FTE

91. Tonto National Monument..... +$60 +1 FTE

The requested increase would restore funds lost to general inflationary increases for utilities, office and janitorial supplies, and mandatory training. In addition, the completion of road improvements adjacent to the park is expected to double visitation to Tonto National Monument. Funds are required to sustain basic operations. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$12	1 FTE
Maintenance	48	-- FTE

Park Management/Analysis of Special Park Increases

92. Tumacacori National Monument..... +$50 +1 FTE

Tumacacori National Monument has only two maintenance workers to care for its structures, most of which are historic. The Monument's visitor center is a registered landmark and one of the employee quarters is on the list of classified structures. Funding provided through this increase would allow the hiring of a preservation specialist and associated supplies and materials necessary to adequately maintain the park structures. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$15	-- FTE
Maintenance	10	-- FTE
Resource Management	25	1 FTE

93. Virgin Islands National Park..... +$115 +3 FTE

This increase request would bring maintenance of park natural and cultural resources, park buildings, grounds and roads to an acceptable level. Roads and trails maintenance is almost nonexistent due to other operational requirements and routine maintenance of historic structures cannot be accomplished due to shortage of staff. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$115	3 FTE

94. Voyageurs National Park..... +$60 +2 FTE

Funds are requested to provide proper levels of maintenance within the park. Maintenance tasks, such as the removal of abandoned buildings, are routinely deferred due to the lack of an adequate operating base. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$60	2 FTE

95. White Sands National Monument..... +$25 +1 FTE

Funds requested at White Sands National Monument would provide law enforcement capabilities to cover special events such as college spring break, holiday weekends and the park's annual family picnic day. It would also provide maintenance funding necessary for the special events. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Visitor Protection	$15	1 FTE
Maintenance	10	-- FTE

96. Whitman Mission National Historic Site +$10 -- FTE

This increase for Whitman Mission National Historic Site restores funding to provide for the increased costs associated with a new heating and air

conditioning system. In addition, it restores funding lost from the escalating prices of supplies, materials and equipment required for maintenance of facilities and resources. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$10	-- FTE

97. Yellowstone National Park..... +$100 3 FTE

Grizzly bear management operations at Yellowstone National Park have never been fully base funded. These funds would ensure back-country patrols are carried out to prevent poaching and to reduce the likelihood of human/bear encounters. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Resource Management	$100	3 FTE

98. Yosemite National Park..... +$250 4 FTE

Funds requested would be used to restore trail maintenance activities which have been reduced or deferred to meet increasing costs elsewhere in park operations. Yosemite National Park has a well-known, extensive trail system which is enjoyed by many of the park's 3 million annual visitors. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Maintenance	$250	4 FTE

99. Zion National Park..... +$200 +4 FTE

Because of the absorption of inflationary increases and new program requirements, Zion National Park is operating at the same level of maintenance as when annual visitation was 1 million. Visitation now exceeds 2 million annually, causing ongoing resource damage and a serious deficiency in maintenance capabilities. This increase would restore funding for the maintenance at the park. The proposed subactivity distribution of dollars (in thousands) and staffing is as follows:

Management of Park Areas	$20	-- FTE
Maintenance	180	4 FTE

PARK AND PROGRAM SUMMARY

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ABRAHAM LINCOLN BIRTHPLACE NHS	307,400	9	318,300	11	7,100	0	325,400	11	311	117
ACADIA NP	1,807,300	69	2,052,700	69	45,100	0	2,097,800	69	5,476	41,685
ADAMS NHS	460,200	16	476,900	16	10,500	60,000	547,400	19	36	10
AGATE FOSSIL BEDS NM	109,300	4	113,300	4	2,600	10,000	125,900	4	15	3,055
ALLEGHENY PORTAGE RAILROAD NHS	679,900	23	704,800	23	15,300	250,000	970,100	28	129	1,247
AMERICAN INDUSTRIAL HERITAGE PROJECT OFFICE	0	5	271,200	11	6,500	0	277,700	11	--	--
AMERICAN MEMORIAL PARK	87,000	4	90,300	4	2,200	0	92,500	4	--	8,780
AMISTAD RA	1,157,000	35	1,198,600	35	25,100	0	1,223,700	35	1,287	57,292
ANDERSONVILLE NHS	519,300	16	537,800	17	11,500	0	549,300	17	139	476
ANDREW JOHNSON NHS	265,800	8	275,400	9	6,000	0	281,400	9	73	17
ANIAKCHAK NM & PRESERVE	99,800	3	103,900	3	2,100	0	106,000	3	--	602,779
ANTIETAM NB	778,300	25	811,800	25	17,500	200,000	1,029,300	32	135	3,255
APOSTLE ISLANDS NL	1,209,100	36	1,252,500	37	26,200	0	1,278,700	37	135	69,372
APPALACHIAN TRAIL PROJECT OFFICE	653,400	3	674,800	5	10,500	0	685,300	5	--	161,577
APPOMATTOX COURT HOUSE NHP	455,700	16	477,100	16	10,500	95,000	582,600	17	377	1,325
ARCHES NP	393,000	16	520,800	16	10,100	100,000	630,900	18	547	73,379
ARKANSAS POST NMEM	184,300	5	193,100	5	3,900	15,000	212,000	6	68	389
ASSATEAGUE ISLAND NS	1,533,400	53	1,603,400	53	35,000	275,000	1,913,400	57	2,082	39,631

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AZTEC RUINS NM	250,100	9	259,300	9	5,800	0	265,100	9	86	319
BADLANDS NP	1,056,900	34	1,141,000	34	24,000	0	1,165,000	34	1,247	243,244
BALTIMORE-WASHINGTON PARKWAY	420,100	12	437,000	12	8,900	70,000	515,900	14	--	1,363
BANDELIER NM	1,117,200	41	1,158,400	44	26,600	0	1,185,000	44	311	32,737
BENT'S OLD FORT NHS	505,700	18	515,300	18	11,500	0	526,800	18	45	800
BERING LAND BRIDGE NAT'L PRESERVE	272,000	5	282,600	6	5,400	0	288,000	6	--	2,784,960
BIG BEND NP & RIO GRANDE WILD AND SCENIC RIVER	2,753,800	88	2,853,800	88	60,900	0	2,914,700	88	263	810,763
BIG CYPRESS NATIONAL PRESERVE	1,050,200	44	1,092,000	37	24,100	400,000	1,516,100	45	53	716,000
BIG HOLE NB	175,300	4	181,500	4	3,500	0	185,000	4	50	656
BIG SOUTH FORK N RIVER & RA	1,004,300	37	1,236,900	39	26,500	150,000	1,413,400	42	484	122,960
BIG THICKET NATIONAL PRESERVE	1,099,400	37	1,139,200	40	25,400	0	1,164,600	40	82	85,735
BIGHORN CANYON NRA	1,389,200	38	1,439,900	38	29,100	300,000	1,769,000	41	480	120,296
BISCAYNE NP	1,090,800	28	1,129,400	32	23,300	150,000	1,302,700	34	583	173,039
BLACK CANYON OF THE GUNNISON NM	340,500	13	392,300	13	8,500	0	400,800	13	287	20,766
BLUE RIDGE PARKWAY	7,474,900	236	7,740,500	249	167,200	0	7,907,700	249	20,908	88,950
BOOKER T WASHINGTON NM	305,800	12	316,900	12	7,300	75,000	399,200	13	17	224
BOSTON AFRICAN AMERICAN NHS	116,700	3	120,900	3	2,400	175,000	298,300	6	88	2
BOSTON NHP	4,127,700	114	4,274,200	114	86,700	0	4,360,900	114	2,262	41

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BRYCE CANYON NP	1,305,700	50	1,481,000	50	32,600	75,000	1,588,600	50	1,150	35,835
BUCK ISLAND REEF NM	120,400	3	124,700	3	2,400	0	127,100	3	93	880
BUFFALO NATIONAL RIVER	2,171,100	60	2,396,100	67	49,300	0	2,445,400	67	1,083	94,219
CABRILLO NM	628,900	22	713,500	22	15,200	0	728,700	22	1,552	137
CANAVERAL NS	815,700	29	844,800	35	20,200	30,000	895,000	34	1,101	57,662
CANYON DE CHELLY NM	580,800	21	581,300	21	13,400	125,000	719,700	25	1,462	83,840
CANYONLANDS NP	2,469,800	71	2,482,900	71	52,600	0	2,535,500	71	245	337,570
CAPE COD NS	2,258,600	77	2,376,900	77	51,400	0	2,428,300	77	5,281	43,558
CAPE HATTERAS NS	3,446,200	112	3,594,400	107	75,600	0	3,670,000	107	2,232	30,319
CAPE KRUSENSTERN NM	140,900	1	146,200	2	2,500	65,000	213,700	3	14	659,807
CAPE LOOKOUT NS	821,400	24	850,600	25	17,800	0	868,400	25	201	28,243
CAPITOL REEF NP	835,000	27	865,600	27	18,500	0	884,100	27	552	241,904
CAPULIN VOLCANO NM	280,800	9	296,000	9	6,300	0	302,300	9	43	793
CARL SANDBURG HOME NHS	427,000	17	442,500	17	10,200	0	452,700	17	55	264
CARLSBAD CAVERNS NP	2,481,900	89	2,818,200	90	60,800	0	2,879,000	90	787	46,755
CASA GRANDE NM & HOHOKAM PIMA NM	268,300	10	289,300	10	6,400	0	295,700	10	166	2,163
CASTILLO DE SAN MARCOS NM & FORT MATANZAS NM	815,500	26	929,400	28	19,700	0	949,100	28	1,166	248
CASTLE CLINTON NM	340,100	8	352,300	8	6,800	0	359,100	8	3,485	1

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CATOCTIN MOUNTAIN PARK	1,080,800	29	1,121,400	29	22,500	90,000	1,233,900	31	519	5,770
CEDAR BREAKS NM	185,900	5	200,100	5	4,000	0	204,100	5	492	6,155
CHACO CULTURE NHP	582,500	23	624,900	23	14,000	25,000	663,900	24	90	33,974
CHAMIZAL NMEM	1,015,900	29	1,052,400	30	21,800	0	1,074,200	30	208	55
CHANNEL ISLANDS NP	1,462,400	46	1,561,100	46	32,000	400,000	1,993,100	51	204	249,354
CHARLES PICKNEY NHS	0	0	0	0	0	250,000	250,000	8	--	25
CHATTAHOOCHEE RIVER NRA	1,342,100	40	1,389,500	40	28,900	0	1,418,400	40	1,635	9,268
CHESAPEAKE & OHIO CANAL NHP	3,352,100	128	3,558,500	128	79,200	250,000	3,887,700	136	2,005	20,781
CHICKAMAUGA AND CHATTANOOGA NMP	1,065,000	34	1,102,900	35	23,700	0	1,126,600	35	7,985	8,106
CHICKASAW NRA	1,368,700	40	1,418,000	41	29,500	0	1,447,500	41	4,018	9,622
CHIRICAHUA NM & FORT BOWIE NHS	556,300	22	610,500	24	13,800	0	624,300	24	78	12,985
CHRISTIANSTED NHS	360,300	13	373,300	12	8,100	0	381,400	12	142	27
CITY OF ROCKS NATIONAL RESERVE	0		148,000	3	2,700	50,000	200,700	5	--	14,407
COLONIAL NHP	3,213,200	104	3,362,100	104	71,600	0	3,433,700	104	6,733	9,330
COLORADO NM	631,700	21	657,500	21	14,200	0	671,700	21	963	20,454
CONGAREE SWAMP NM	229,100	7	237,200	7	5,000	25,000	267,200	8	28	22,200
CORONADO NMEM	173,300	5	179,500	5	3,700	35,000	218,200	7	56	4,750
COULEE DAM NRA	1,747,800	55	1,812,300	56	38,600	55,000	1,905,900	59	1,090	100,390
COWPENS NB	220,100	6	227,900	7	4,900	0	232,800	7	99	842

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CRATER LAKE NP	1,910,600	59	2,045,900	61	43,100	75,000	2,164,000	63	454	183,224
CRATERS OF THE MOON NM	356,500	12	379,100	12	8,100	17,000	404,200	13	198	53,545
CUMBERLAND GAP NHP	1,036,900	35	1,073,900	35	23,300	0	1,097,200	35	1,013	20,274
CUMBERLAND ISLAND NS	868,000	24	898,900	27	18,900	24,000	941,800	28	35	36,415
CURECANTI NRA	1,096,000	32	1,140,800	32	23,500	325,000	1,489,300	36	1,131	42,114
CUSTER BATTLEFIELD NM	369,700	14	378,500	14	8,600	25,000	412,100	15	221	765
CUYAHOGA VALLEY NRA	3,100,400	92	3,211,100	94	67,100	0	3,278,200	94	1,123	32,438
DE SOTO MMEM	233,900	9	244,100	9	5,600	0	249,700	9	108	27
DEATH VALLEY NM	2,777,500	88	2,913,500	88	61,700	200,000	3,175,200	94	682	2,067,628
DELAWARE WATER GAP NRA	4,204,300	114	4,353,800	117	88,500	0	4,442,300	117	7,171	68,625
DENALI NP & PRESERVE	5,088,000	53	5,289,100	55	86,100	150,000	5,525,200	58	1,401	6,028,091
DEVILS POSTPILE NM	66,300	2	68,700	2	1,400	0	70,100	2	133	798
DEVILS TOWER NM	366,000	13	413,400	13	8,800	0	422,200	13	358	1,347
DINOSAUR NM	1,370,800	45	1,436,700	47	31,300	0	1,468,000	47	463	210,844
EBEY'S LANDING NAT'L HIST RESERVE	124,400	0	128,700	1	2,000	0	130,700	1	--	8,000
EDGAR ALLAN POE NHS	232,100	6	240,400	6	4,800	0	245,200	6	12	1
EDISON NHS	979,900	33	1,015,100	33	22,000	125,000	1,162,100	37	65	21
EFFIGY MOUNDS NM	294,400	11	305,400	12	7,100	0	312,500	12	107	1,481

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T	VISITOR USE FY 1989 THOUSANDS	TOTAL GROSS ACREAGE 1/
EISENHOWER NHS	728,300	25	754,700	25	16,400	0	771,100	25	116	690
EL MALPAIS NM	353,100	7	290,000	10	7,400	54,000	351,400	13	62	114,887
EL MORRO NM	218,300	8	224,300	8	5,800	25,000	256,300	9	82	1,279
ELEANOR ROOSEVELT NHS	365,900	11	379,100	10	7,600	50,000	436,700	11	35	181
ELLIS ISLAND	3,648,200	17	3,564,600	30	56,600	1,120,000	4,741,200	58	--	48
EUGENE O'NEILL NHS	153,100	5	196,900	5	3,400	0	198,300	5	4	13
EVERGLADES NP	7,203,000	197	7,431,000	198	151,000	0	7,582,000	198	961	1,398,938
FEDERAL HALL NMEM	284,500	4	294,500	4	5,100	0	299,600	4	287	--
FIRE ISLAND NS	1,891,100	52	1,927,500	53	39,900	0	1,967,400	53	763	19,579
FLORISSANT FOSSIL BEDS NM	229,100	10	237,600	10	5,700	0	243,300	10	163	5,998
FORD'S THEATRE NHS	386,800	17	402,400	17	9,700	50,000	462,100	19	801	29
FORT CAROLINE NMEM	252,400	9	261,500	9	5,800	0	267,300	9	88	138
FORT CLATSOP NMEM	298,200	11	309,500	11	7,000	60,000	376,500	13	201	126
FORT DAVIS NHS	400,900	15	415,800	15	9,300	17,000	442,100	16	55	460
FORT DONELSON NB	488,600	15	505,900	19	11,600	0	517,500	19	1,243	551
FORT FREDERICA NM	357,400	12	370,300	12	8,000	0	378,300	12	303	216
FORT JEFFERSON NM	403,400	7	417,200	8	7,700	0	424,900	8	30	64,700
FORT LARAMIE NHS	532,800	20	552,300	20	12,400	0	564,700	20	67	833
FORT LARNED NHS	374,200	13	387,800	14	8,800	0	396,600	14	43	718

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T	VISITOR USE FY 1989 THOUSANDS	TOTAL GROSS ACREAGE 1/
FORT MCHENRY NM & HISTORIC SHRINE	753,200	26	780,200	26	17,100	0	797,300	26	692	43
FORT NECESSITY NB	590,200	18	611,200	18	12,800	0	624,000	18	156	903
FORT POINT NHS	212,300	8	220,100	8	4,900	0	225,000	8	1,326	29
FORT PULASKI NM	495,000	16	512,400	16	11,000	0	523,400	16	453	5,623
FORT RALEIGH NHS	193,400	6	200,300	6	4,300	0	204,600	6	280	157
FORT SCOTT NHS	394,200	14	406,700	15	9,200	50,000	467,900	17	77	17
FORT SMITH NHS	271,200	10	281,900	11	6,600	36,000	324,500	11	91	75
FORT STANWIX NM	376,300	13	390,000	14	8,800	50,000	448,800	15	53	16
FORT SUMTER NM	726,900	23	752,700	24	16,200	0	768,900	24	294	197
FORT UNION NM	323,600	11	335,400	11	7,300	35,000	377,700	13	20	721
FORT UNION TRADING POST NHS	151,200	7	156,600	7	3,900	70,000	230,500	10	64	442
FORT VANCOUVER NHS	516,400	17	535,500	17	11,500	32,000	579,000	19	276	209
FOSSIL BUTTE NM	119,000	5	123,400	5	2,900	170,000	296,300	10	20	8,198
FREDERICK LAW OLMSTED NHS	477,200	32	789,800	22	16,200	0	806,000	22	4	2
FREDERICKSBURG/SPOTSYLVANIA NMP	1,535,500	47	1,590,600	47	34,100	150,000	1,774,700	47	1,702	5,919
FRIENDSHIP HILL NHS	235,200	4	243,300	4	4,400	0	247,700	4	14	675
GATES OF THE ARTIC NP & PRESERVE	707,900	12	735,500	13	13,200	0	748,700	13	2	8,472,517
GATEWAY NRA	10,380,200	273	10,857,900	315	226,100	0	11,084,000	316	6,337	26,311

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PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	VISITOR USE FY 1991 FTE/T	VISITOR USE FY 1989 THOUSANDS	TOTAL GROSS ACREAGE 1/
GAULEY NRA & BLUESTONE NSR	0	0	98,600	4	2,400	50,000	151,000	6	--	10,300
GENERAL GRANT NMEM	102,800	4	106,600	4	2,500	0	109,100	4	100	1
GEORGE ROGERS CLARK NHP	373,200	12	386,800	12	8,200	20,000	415,000	12	120	26
GEORGE WASHINGTON BIRTHPLACE NM	623,700	20	646,200	20	13,700	0	659,900	20	154	538
GEORGE WASHINGTON CARVER NM	318,600	14	330,400	15	8,200	0	338,600	15	56	210
GEORGE WASHINGTON MEMORIAL PARKWAY	5,645,300	149	6,034,800	149	119,400	80,000	6,234,200	150	5,402	7,274
GETTYSBURG NMP	2,439,600	78	2,528,100	78	53,900	120,000	2,702,000	81	1,444	3,917
GILA CLIFF DWELLINGS NM	148,300	0	153,300	0	2,100	0	155,400	0	49	533
GLACIER BAY NP & PRESERVE	1,144,800	24	1,190,600	26	22,700	0	1,213,300	26	152	3,283,168
GLACIER NP	7,712,900	209	6,286,000	210	137,700	0	6,423,700	210	1,855	1,013,572
GLEN CANYON NRA	5,157,200	143	5,340,000	143	108,400	0	5,448,400	143	3,470	1,236,880
GLORIA DEI (OLD SWEDE'S) CHURCH NHS	24,400	0	25,300	0	400	0	25,700	0	--	4
GOLDEN GATE NRA	8,232,000	199	8,626,100	203	168,000	0	8,794,100	203	17,233	73,082
GOLDEN SPIKE NHS	442,300	13	458,200	13	9,400	0	467,600	13	223	2,735
GRAND CANYON NP	8,360,500	266	9,480,100	270	196,400	0	9,676,500	270	4,254	1,218,375
GRAND PORTAGE NM	417,800	15	433,000	15	9,600	0	442,600	15	76	710
GRAND TETON NP	4,796,500	145	4,989,500	147	104,500	0	5,094,000	147	2,359	309,994
GRANT-KOHRS RANCH NHS	458,600	17	475,400	17	10,700	79,000	565,100	19	24	1,498
GREAT BASIN NP	1,066,300	35	1,124,200	35	24,000	0	1,148,200	35	73	77,109

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ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T	VISITOR USE FY 1989 THOUSANDS	TOTAL GROSS ACREAGE 1/
GREAT SAND DUNES NM	441,400	16	498,900	16	10,800	0	509,700	16	272	38,662
GREAT SMOKY MOUNTAINS NP	7,392,400	251	7,661,700	257	167,800	0	7,829,500	257	17,760	520,269
GREENBELT PARK	595,800	17	659,000	17	13,200	0	673,000	17	319	1,176
GUADALUPE MOUNTAINS NP	1,092,800	37	1,132,000	38	24,900	0	1,156,900	38	171	86,416
GUILFORD COURTHOUSE NMP	319,300	9	330,600	9	6,800	0	337,400	9	1,396	220
GULF ISLANDS NS	3,178,800	93	3,353,700	97	69,900	0	3,423,600	97	4,702	139,775
HAGERMAN FOSSIL BEDS NM	0	1	148,000	6	3,500	0	151,500	6	--	4,280
HALEAKALA NP	1,239,900	37	1,399,900	38	28,600	15,000	1,443,500	39	1,375	28,655
HAMILTON GRANGE NMEM	71,700	4	74,300	4	2,000	0	76,300	4	45	--
HAMPTON NHS	295,000	8	307,400	8	6,200	45,000	358,600	9	32	62
HARPERS FERRY NHP	2,399,500	82	2,720,600	82	57,400	0	2,778,000	82	633	2,239
HARRY S TRUMAN NHS	412,400	16	427,500	16	9,800	0	437,300	16	125	1
HAWAII VOLCANOES NP	1,937,000	71	2,197,100	74	48,300	100,000	2,345,400	76	2,226	229,177
HERBERT HOOVER NHS	567,300	18	588,000	18	12,500	20,000	620,500	18	320	187
HOME OF FRANKLIN D ROOSEVELT NHS	820,800	21	931,600	20	17,700	0	949,300	20	184	290
HOMESTEAD NM OF AMERICA	269,200	9	279,000	10	6,300	25,000	310,300	11	37	195
HOPEWELL FURNACE NHS	526,100	18	545,900	18	11,900	50,000	607,800	18	114	848
HORSESHOE BEND NMP	256,400	8	265,500	8	5,600	0	271,100	8	693	2,040

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HOT SPRINGS NP	1,515,600	44	1,569,800	44	32,300	75,000	1,677,100	47	5,718	5,839
HOVENWEEP NM	77,800	2	81,900	2	1,600	0	85,500	2	27	785
HUBBELL TRADING POST NHS	329,800	12	341,800	12	7,600	11,000	360,400	13	171	160
ICE AGE NST	174,000	2	180,100	2	3,000	0	183,100	2	--	--
INDEPENDENCE NHP	7,193,400	196	7,449,800	196	150,400	0	7,600,200	196	5,254	45
INDIANA DUNES NL	4,329,500	105	4,483,000	113	89,300	0	4,572,300	113	2,105	13,841
ISLE ROYALE NP	1,707,800	51	1,769,300	55	37,800	50,000	1,857,100	57	27	571,790
JEAN LAFITTE NHP & PRESERVE	2,046,600	62	2,217,800	65	46,400	0	2,264,200	65	1,446	20,020
JEFFERSON NAT'L EXPANSION MEMORIAL	3,156,000	104	3,269,200	109	71,600	0	3,340,800	109	2,466	191
JEWEL CAVE NM	308,100	11	349,800	11	7,500	0	357,300	11	130	1,274
JIMMY CARTER NHS	192,400	4	199,000	6	4,300	99,000	302,300	9	34	78
JOHN D ROCKEFELLER JR MEMORIAL PKWY	233,700	9	242,300	9	5,600	0	247,900	9	1,145	23,777
JOHN DAY FOSSIL BEDS NM	428,800	14	441,500	14	9,500	70,000	521,000	17	138	14,014
JOHN F KENNEDY NHS	93,200	1	96,700	5	2,500	0	99,200	5	16	--
JOHN MUIR NHS	257,500	8	266,700	8	5,600	0	272,300	8	34	339
JOHNSTOWN FLOOD MMEM	255,100	4	421,300	8	7,700	0	429,000	8	300	164
JOSHUA TREE NM	1,551,600	55	1,606,900	57	36,000	200,000	1,842,900	61	968	559,955
KALAUPAPA NHP	250,700	8	259,600	8	5,500	85,000	350,100	10	--	10,779
KALOKO-HONOKOHAU NHP	246,500	5	255,100	5	4,700	0	259,800	5	15	1,161

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KATMAI NP & PRESERVE	689,100	12	715,800	13	13,000	76,000	804,800	15	50	4,090,000
KENAI FJORDS NP	334,600	9	347,400	10	7,200	141,000	496,600	13	75	669,541
KENNESAW MOUNTAIN NBP	592,200	17	613,200	18	12,900	0	626,100	18	2,244	2,885
KINGS MOUNTAIN NMP	355,300	12	367,900	12	8,000	0	375,900	12	477	3,945
KLONDIKE GOLD RUSH NHP	792,700	16	823,900	17	15,500	250,000	1,089,400	23	89	13,191
KLONDIKE GOLD RUSH NHP (SEATTLE)	196,300	7	203,800	7	4,500	19,000	227,300	8	70	12,991
KNIFE RIVER INDIAN VILLAGE NHS	143,800	7	149,200	7	3,800	0	153,000	7	20	1,293
KOBUK VALLEY NP	336,400	6	349,200	6	6,300	65,000	420,500	6	7	1,750,421
LAKE CLARK NP & PRESERVE	659,000	8	684,200	9	11,600	0	695,800	9	9	4,044,132
LAKE MEAD NRA	6,239,700	155	6,666,300	156	130,100	200,000	6,996,400	159	8,045	1,495,666
LAKE MEREDITH RA & ALIBATES FLINT QUARRIES NM	1,092,700	30	1,132,000	31	23,100	0	1,155,100	31	1,279	46,349
LASSEN VOLCANIC NP	2,063,600	63	2,169,600	65	45,700	0	2,215,300	66	483	106,372
LAVA BEDS NM	597,600	21	618,900	24	14,400	0	633,300	24	114	46,560
LINCOLN BOYHOOD MMEM	448,600	15	465,000	16	10,300	0	475,300	16	227	200
LINCOLN HOME NHS	838,000	31	868,400	32	19,700	100,000	988,100	35	595	12
LONGFELLOW NHS	320,900	3	332,700	11	7,300	0	340,000	11	13	2
LOWELL NHP	3,167,700	84	3,516,100	87	69,600	0	3,585,700	87	731	136
LYNDON B JOHNSON NHP	1,651,500	53	1,711,400	53	36,500	0	1,747,900	53	302	1,571

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MAGGIE L WALKER NHS	147,800	4	153,000	4	3,100	33,000	189,100	5	6	1
MAMMOTH CAVE NP	3,055,000	113	3,354,900	113	73,700	0	3,428,600	113	1,880	52,419
MANASSAS NBP	568,900	21	591,200	21	13,300	165,000	769,500	23	755	5,072
MARTIN LUTHER KING, JR NHS	677,000	19	700,900	21	14,800	70,000	785,700	23	978	23
MARTIN VAN BUREN NHS	502,800	14	520,700	14	10,600	0	531,300	14	12	40
MASAU TRAIL	0	0	75,000	2	500	0	75,500	2	--	--
MESA VERDE NP	2,577,800	78	2,812,100	80	58,200	0	2,870,300	80	632	52,085
MINUTE MAN NHP	914,500	33	947,600	33	21,100	85,000	1,053,700	35	926	750
MISSISSIPPI NRERA	0		148,000	2	2,500	250,000	400,500	8		
MONOCACY NB	21,200	1	22,000	1	300	175,000	197,300	5	--	1,647
MONTEZUMA CASTLE NM & TUZIGOOT NM	577,700	20	655,100	20	13,900	0	669,000	20	929	1,659
MOORES CREEK NB	187,200	5	193,800	6	4,200	0	198,000	6	48	87
MORRISTOWN NHP	986,800	31	1,022,000	31	21,600	100,000	1,143,600	34	679	1,671
MOUND CITY GROUP NM	315,900	10	327,300	12	7,400	0	334,700	12	43	270
MOUNT RAINIER NP	5,725,400	153	5,816,600	157	128,000	200,000	6,144,600	162	1,958	235,404
MOUNT RUSHMORE NMEM	858,300	29	889,500	29	19,300	0	908,800	29	2,077	1,278
MUIR WOODS NM	149,700	7	155,000	7	3,800	0	158,800	7	1,682	554
NATCHEZ NHP	0	0	148,000	5	3,200	350,000	501,200	13	--	--

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NATCHEZ TRACE PARKWAY, BRICES CROSS ROADS NBS & TUPELO NB	5,033,080	128	5,209,400	131	103,600	200,000	5,513,000	135	16,322	51,744
NATIONAL CAPITAL PARKS-CENTRAL	12,540,400	320	13,374,100	327	264,100	0	13,638,200	327	16,137	6,902
NATIONAL CAPITAL PARKS-EAST	5,862,900	152	6,205,100	152	122,600	0	6,327,700	152	488	4,614
NATIONAL PARK OF AMERICAN SAMOA	0	0	83,800	2	1,700	0	85,500	2	--	9,000
NATURAL BRIDGES NM	214,000	7	221,800	7	4,800	0	226,600	7	104	7,636
NAVAJO NM	307,200	12	318,400	12	7,300	10,000	335,700	12	105	360
NEW RIVER GORGE NATIONAL RIVER	1,522,900	36	1,920,400	43	36,900	0	1,957,300	43	423	62,144
NEZ PERCE NHP	488,200	16	506,100	16	10,900	37,000	554,000	18	310	2,109
NINETY SIX NHS	162,000	6	167,900	6	3,800	0	171,700	6	44	989
NOATAK NATIONAL PRESERVE	214,100	4	222,300	4	4,100	70,000	296,400	5	11	6,574,481
NORTH CASCADES NP, LAKE CHELAN NRA & ROSS LAKE NRA	2,522,000	81	2,669,300	84	56,500	99,000	2,824,800	86	421	684,239
OBED WILD & SCENIC RIVER	148,200	4	153,500	4	3,100	0	156,600	4	21	5,075
OCMULGEE NM	409,900	13	424,300	13	9,000	0	433,300	13	123	683
OLYMPIC NP	5,413,100	169	5,688,100	173	119,600	204,000	6,011,700	178	3,365	917,280
OREGON CAVES NM	222,200	9	230,600	9	5,400	27,000	263,000	11	104	488
OREGON NHT	13,600	0	14,100	0	200	0	14,300	0	--	--
ORGAN PIPE CACTUS NM	713,800	22	743,600	22	15,500	50,000	809,100	24	225	330,689
OZARK NATIONAL SCENIC RIVERWAYS	2,844,000	84	2,954,600	87	61,700	0	3,016,300	87	1,597	80,788

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PADRE ISLAND NS & PALO ALTO BATTLEFIELD NHS	1,305,800	38	1,456,400	42	30,300	0	1,486,700	42	599	130,484
PEA RIDGE NMP	322,500	10	336,000	11	7,300	68,000	411,300	11	105	4,300
PECOS NM	276,100	9	286,300	10	6,400	35,000	327,700	11	44	365
PERRY'S VICTORY & I P MEMORIAL	331,500	11	358,200	12	7,900	0	366,100	12	162	25
PETERSBURG NB	1,009,000	32	1,045,000	32	22,100	220,000	1,287,100	36	571	2,744
PETRIFIED FOREST NP	1,413,900	47	1,560,200	47	33,000	0	1,593,200	47	832	93,533
PICTURED ROCKS NL	896,700	25	928,900	26	19,100	40,000	988,000	26	560	72,916
PINNACLES NM	888,600	28	920,000	28	19,500	0	939,500	28	208	16,265
PIPE SPRING NM	189,500	7	196,700	7	4,400	0	201,100	7	41	40
PIPESTONE NM	324,600	11	336,300	11	7,400	10,000	353,700	12	111	282
PISCATAWAY PARK	318,900	12	330,900	12	7,500	0	338,400	12	170	110
POINT REYES NS	2,156,200	66	2,230,100	66	46,900	0	2,277,000	66	2,239	71,047
POVERTY POINT NM	0	0	0	0	0	700,000	700,000	10	--	911
PRESIDENT'S PARK	1,049,800	35	1,089,600	35	23,600	125,000	1,238,200	40	--	70
PRESIDIO	0	0	315,600	6	5,900	380,000	701,500	10	--	--
PRINCE WILLIAM FOREST PARK	1,401,400	41	1,453,800	41	30,000	125,000	1,608,800	41	299	18,572
PU'UHONUA O HONAUNAU NHI	547,800	18	567,400	18	12,200	0	579,600	18	408	182
PUUKOHOLA HEIAU NHS	160,600	6	178,500	6	3,800	0	182,300	6	51	80

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T	VISITOR USE FY 1989 THOUSANDS	TOTAL GROSS ACREAGE 1/
RAINBOW BRIDGE NM	83,700	2	87,500	2	1,700	0	89,200	2	238	160
REDWOOD NP	4,775,300	111	4,929,400	112	95,400	0	5,024,800	112	656	110,132
RICHMOND NBP	587,000	17	608,300	17	12,500	20,000	640,800	17	438	769
ROCK CREEK PARK	2,793,000	93	2,957,500	93	63,400	0	3,020,900	93	14,254	1,754
ROCKY MOUNTAIN NP	5,126,200	165	5,769,000	167	120,200	0	5,889,200	167	2,646	265,200
ROGER MILLIAMS MMEM	162,400	6	168,400	6	3,800	80,000	252,200	8	19	5
RUSSELL CAVE NM	146,400	6	150,600	6	3,600	0	154,200	6	25	310
SAGAMORE HILL NHS	485,000	17	502,200	17	11,000	100,000	613,200	20	161	83
SAGUARO NM	1,034,700	37	1,071,300	37	23,700	0	1,095,000	37	2,143	83,574
SAINT CROIX ISLAND INS	45,900	1	47,400	1	900	0	48,300	1	--	35
SAINT CROIX NSR & LOWER SAINT CROIX NSR	1,298,100	38	1,344,600	37	27,500	184,000	1,556,100	41	546	76,907
SAINT PAUL'S CHURCH NHS	174,700	0	180,600		2,500	0	183,100	0	--	6
SAINT-GAUDENS NHS	303,700	13	314,700	13	7,500	83,000	405,200	17	44	148
SALEM MARITIME NHS	408,500	17	521,700	19	11,800	75,000	608,500	22	712	9
SALINAS PUEBLO MISSIONS NM	427,700	15	443,400	15	9,700	100,000	553,100	18	40	1,077
SAN ANTONIO MISSIONS NHP	862,300	32	893,600	32	20,100	314,000	1,227,700	40	260	493
SAN FRANCISCO MARITIME NHP	1,389,100	29	1,456,200	29	26,900	996,000	2,479,100	39	4,407	50
SAN JUAN ISLAND NHP	236,900	8	245,700	8	5,300	38,000	289,000	9	244	1,752

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T	VISITOR USE FY 1989 THOUSANDS	TOTAL GROSS ACREAGE 1/
SAN JUAN NHS	1,255,800	48	1,300,600	45	28,900	0	1,329,500	45	2,598	75
SANTA FE TRAIL	0	1	74,000	2	1,500	0	75,500	2	--	--
SANTA MONICA MOUNTAINS NRA	2,138,000	58	2,055,300	61	45,400	0	2,100,700	61	219	150,050
SARATOGA NHP	643,500	20	666,500	20	14,000	75,000	755,500	22	346	3,393
SAUGUS IRON WORKS NHS	415,600	14	430,600	14	9,400	87,000	527,000	16	124	9
SCOTTS BLUFF NM	334,800	11	347,000	13	7,900	60,000	414,900	14	167	2,997
SEQUOIA NP & KINGS CANYON NP	6,932,600	252	7,660,100	254	167,300	100,000	7,927,400	257	2,055	864,383
SHENANDOAH NP	5,544,100	176	6,118,500	180	128,100	0	6,246,600	180	1,963	195,382
SHILOH NMP	634,900	21	657,600	21	14,200	0	671,800	21	609	3,848
SITKA NHP	498,100	7	516,900	8	9,000	99,000	624,900	11	105	107
SLEEPING BEAR DUNES NL	1,728,900	51	1,789,600	50	36,800	0	1,826,400	50	1,260	71,134
SPANISH COLONIAL RESEARCH CENTER 2/	0	3	0	3	0	0	0	3	--	--
SPRINGFIELD ARMORY NHS	438,500	11	454,200	11	9,000	0	463,200	11	0	55
STATUE OF LIBERTY NM	1,565,500	99	1,624,300	86	43,300	864,000	2,531,600	97	2,728	58
STEAMTOWN NHS	997,900	25	1,033,100	25	20,300	863,000	1,916,400	38	82	--
STONES RIVER NB	290,100	9	300,600	11	6,900	0	307,500	11	197	423
THADDEUS KOSCIUSZKO NHEM	103,300	3	107,000	3	2,200	0	109,200	3	8	--
THEODORE ROOSEVELT BIRTHPLACE NHS	129,600	3	134,000	3	2,600	0	136,600	3	14	--

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T	VISITOR USE FY 1989 THOUSANDS	TOTAL GROSS ACREAGE 1/
THEODORE ROOSEVELT INAUGURAL NHS	121,200	0	125,400	0	1,700	25,000	152,100	0	57	1
THEODORE ROOSEVELT NP	1,056,700	33	1,095,000	33	23,100	63,000	1,181,100	35	461	70,447
THOMAS STONE NHS	3,300	1	3,600	1	200	150,000	153,800	5	--	328
TIMPANOGOS CAVE NM	359,100	14	407,700	14	9,000	0	416,700	14	131	250
TIMUCUAN ECOLOGICAL & HIST PRESERVE	0	0	443,900	9	8,300	0	452,200	9	--	35,000
TONTO NM	178,500	7	198,500	7	4,300	60,000	262,800	8	64	1,120
TUMACACORI NM	209,300	6	231,300	6	4,500	50,000	285,800	7	59	17
TUSKEGEE INSTITUTE NHS	361,200	12	374,100	13	8,300	0	382,400	13	268	74
ULYSSES S GRANT	0	0	0	0	0	350,000	350,000	9	--	--
U.S.S. ARIZONA MEMORIAL	1,153,400	30	1,193,900	30	23,800	0	1,217,700	30	1,450	11
UPPER DELAWARE SCENIC & REC RIVER	2,009,600	34	2,079,000	34	36,900	0	2,115,900	34	224	75,000
VALLEY FORGE NHP	3,203,900	94	3,317,900	94	68,600	0	3,386,500	94	14,789	3,468
VANDERBILT MANSION NHS	695,900	27	721,000	29	17,000	0	738,000	29	515	212
VICKSBURG NMP	1,140,900	40	1,188,800	44	27,000	0	1,215,800	44	655	1,736
VIRGIN ISLANDS NP	1,639,400	53	1,698,100	56	37,000	115,000	1,850,100	59	1,116	14,689
VOYAGEURS NP	1,529,200	54	1,583,100	42	32,100	60,000	1,675,200	44	229	218,036
WALNUT CANYON NM	245,800	9	259,700	9	5,800	0	265,500	9	131	2,249
WAR IN THE PACIFIC NHP	233,800	9	242,300	9	5,600	175,000	422,900	14	57	1,960
WHISKEYTOWN NRA	1,431,800	43	1,482,200	46	31,600	0	1,513,800	46	1,534	42,503

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T	VISITOR USE FY 1989 THOUSANDS	TOTAL GROSS ACREAGE 1/
WHITE HOUSE	2,298,000	59	2,448,800	59	48,400	0	2,517,200	59	1,089	18
WHITE SANDS NM	506,200	15	557,700	16	11,600	25,000	594,300	17	549	143,733
WHITMAN MISSION NHS	271,900	10	282,300	10	6,300	10,000	298,600	10	88	98
WILLIAM HOWARD TAFT NHS	208,000	6	202,100	7	4,700	0	206,800	7	9	3
WILSON'S CREEK NB	475,800	15	506,400	16	10,700	0	517,100	16	285	1,750
WIND CAVE NP	924,700	32	1,009,000	34	22,100	0	1,031,100	34	1,155	28,295
WOLF TRAP FARM PARK	2,096,500	55	2,223,200	55	44,000	0	2,267,200	55	573	130
WOMEN'S RIGHTS NHP	354,600	9	367,000	9	7,300	0	374,300	9	16	6
WRANGELL-SAINT ELIAS NP & PRESERVE	964,800	16	982,300	18	17,900	0	1,000,200	18	34	13,188,326
WRIGHT BROTHERS NMEM	339,200	9	351,200	9	7,100	0	358,300	9	457	431
WUPATKI NM & SUNSET CRATER NM	731,000	26	757,400	26	16,800	0	774,200	26	751	38,293
YELLOWSTONE NP	20,012,700	510	15,84?,700	513	343,100	100,000	16,290,800	516	2,743	2,219,791
YOSEMITE NP	12,076,100	440	13,695,300	450	298,200	250,000	14,243,500	454	3,422	761,170
YUCCA HOUSE NM	1,000	0	1,100	0	0	0	1,100	0	--	10
YUKON-CHARLEY RIVERS NAT'L PRESERVE	270,200	6	280,800	7	5,600	0	286,400	7	3	2,523,509
ZION NP	2,073,100	77	2,392,000	79	52,200	200,000	2,644,200	83	2,211	146,598
ZUNI-CIBOLA NHP	0	0	0	0	0	250,000	250,000	8	--	800
SUBTOTAL PARKS	421,157,400	12,493	440,829,200	12,816	9,194,000	18,612,000	468,635,200	15,223	163,596	80,006,334

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY'1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
OTHER FIELD OFFICES AND PARK SUPPORT PROGRAMS:								
AIRCRAFT OVERFLIGHT STUDY 3/	0	0	739,800	0	10,200	(750,000)	0	0
ALASKA RESOURCE MANAGEMENT PROGRAM	0	0	739,800	15	13,800	0	753,600	15
ANCHORAGE INTERAGENCY VIS CTR (AR)	82,600	5	99,900	5	2,300	10,000	112,200	5
DRUG ENFORCEMENT INITIATIVE (PARKS)	460,000	0	2,623,700	25	36,300	3,150,000	5,810,000	71
FACILITY MANAGEMENT (HCR)	2,531,200	63	2,505,700	61	49,800	0	2,555,500	63
FAIRBANKS INTERAGENCY VIS CTR (AR)	114,800	4	96,900	4	2,600	10,000	109,500	4
FEE COLLECTION COSTS	450,000	0	334,900	0	6,100	0	341,000	0
MANHATTAN SITES (HQTRS) (NAR)	406,300	13	401,700	14	9,000	0	410,700	14
PACIFIC AREA DIRECTOR (HR)	615,900	11	608,200	11	11,100	0	619,300	11
PROTECT PARK ARCHEOLOGICAL ARTIFACTS	0	0	493,200	20	6,800	0	500,000	20
REDUCTION FOR IN-PARK VISITOR TRANSPORTATION SYSTEMS.....						(500,000)	(500,000)	0
SPECIAL EVENTS (HCR)	471,500	11	466,600	11	9,200	0	475,800	11
SOUTHERN ARIZONA GROUP (HR)	611,700	12	613,400	12	11,300	0	624,700	12
TRAIL MAINTENANCE	1,500,000	0	0	0	0	0	0	0
UNDISTRIBUTED UNIFORM ALLOWANCE	450,000	0	443,900	0	6,100	0	450,000	0

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
U. S. PARK POLICE:								
METROPOLITAN AREA	28,860,200	571	26,291,400	571	551,000	0	26,842,400	571
PENSION FUND	6,627,700	0	6,537,300	0	890,400	0	7,427,700	0
DRUG ENFORCEMENT	540,000	6	3,195,800	25	44,200	3,277,000	6,517,000	37
NEW YORK	2,184,000	71	3,072,300	71	48,500	0	3,120,800	71
SAN FRANCISCO	1,593,600	58	2,370,700	58	37,000	0	2,407,700	58
SUBTOTAL U.S. PARK POLICE	39,805,700	706	41,467,500	726	1,571,100	3,277,000	46,315,600	737
SUBTOTAL, PARKS, OTHER FIELD OFFICES, ETC.:	468,657,100	13,310	492,464,400	13,722	10,939,700	23,809,000	527,213,100	14,186

1/ ACREAGE AS OF 9/30/89
2/ FTE'S SHOWN ARE FUNDED FROM PROJECT MONEY
3/ FUNDED UNDER "AMERICA THE BEAUTIFUL" IN THE NATURAL RESOURCES PRESERVATION PROGRAM IN FY 1991.

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REGIONAL OFFICE PROGRAMS

REGIONWIDE CONCESSIONS MANAGEMENT:								
ROCKY MOUNTAIN	235,800	6	233,100	6	4,700	0	237,800	6
NORTH ATLANTIC	123,900	3	153,300	3	2,400	0	155,700	3
NATIONAL CAPITAL	247,800	4	245,000	4	4,400	0	249,400	4
MID-ATLANTIC	67,800	2	67,100	2	1,400	0	68,500	2
SOUTHEAST	107,400	2	106,000	2	2,000	0	108,000	2
MIDWEST	92,200	2	82,100	2	1,800	0	83,900	2
SOUTHWEST	147,300	4	145,700	4	3,000	0	148,700	4
WESTERN	311,500	5	298,700	5	5,500	0	304,200	5
PACIFIC NORTHWEST	125,700	3	124,300	3	2,400	0	126,700	3
ALASKA	162,100	3	159,000	3	2,900	0	161,900	3
DENVER SERVICE CENTER	311,200	6	306,900	7	6,000	0	312,900	7
WASHINGTON OFFICE	687,500	15	675,400	17	16,200	0	891,600	17
SUBTOTAL	2,820,200	55	2,796,600	58	52,700	0	2,849,300	58

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
REGIONWIDE CYCLIC MAINTENANCE:								
ROCKY MOUNTAIN	2,964,500		2,924,100		40,400	754,100	3,718,600	
NORTH ATLANTIC	716,500		706,700		9,800	150,500	867,000	
NATIONAL CAPITAL	2,194,400		2,164,500		29,900	196,900	2,591,300	
MID-ATLANTIC	672,500		663,300		9,200	44,500	717,000	
SOUTHEAST	3,564,400		3,516,800		48,600	191,600	3,756,000	
MIDWEST	1,070,500		1,055,900		14,600	451,600	1,522,100	
SOUTHWEST	1,680,400		1,501,300		22,900	177,900	1,702,100	
WESTERN	4,135,500		4,079,100		56,400	520,100	4,655,600	
PACIFIC NORTHWEST	1,343,800		1,325,500		18,300	82,100	1,425,900	
ALASKA	239,700		234,600		3,300	104,700	342,600	
SUBTOTAL	18,582,200	0	18,170,800	0	253,400	2,874,000	21,298,200	0
REGIONWIDE CYCLIC MAINTENANCE FOR HISTORIC PROPERTIES:								
ROCKY MOUNTAIN	584,500		576,500		8,000	0	584,500	
NORTH ATLANTIC	636,200		627,500		8,700	0	636,200	
NATIONAL CAPITAL	347,900		343,200		4,700	0	347,900	
MID-ATLANTIC	1,109,600		1,094,500		15,100	0	1,109,600	
SOUTHEAST	839,500		828,100		11,400	0	839,500	
MIDWEST	672,800		663,600		9,200	0	672,800	
SOUTHWEST	1,149,.00		1,023,400		15,700	0	1,039,100	
WESTERN	1,953,200		1,926,600		26,600	0	1,953,200	
PACIFIC NORTHWEST	170,500		168,200		2,300	0	170,500	
ALASKA	75,700		74,200		1,000	0	75,200	
SUBTOTAL	7,539,000	0	7,325,800	0	102,700	0	7,428,500	0

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
REGIONWIDE REPAIR AND REHABILITATION PROGRAM:								
ROCKY MOUNTAIN	3,879,000		4,748,500		256,000	771,300	5,775,800	
NORTH ATLANTIC	2,086,000		2,534,500		126,800	206,300	2,867,600	
NATIONAL CAPITAL	3,480,000		3,999,800		118,900	672,700	4,791,400	
MID-ATLANTIC	1,403,000		1,722,200		87,600	125,600	1,935,400	
SOUTHEAST	3,555,000		4,315,600		215,900	1,013,500	5,545,000	
MIDWEST	1,775,000		2.158,700		109,800	179,400	2,447,900	
SOUTHWEST	1,528,000		1,859,900		93,400	215,300	2,168,600	
WESTERN	3,820,000		4,654,300		254,000	358,700	5,267,000	
PACIFIC NORTHWEST	1,747,000		2,147,200		120,800	116,600	2,384,600	
ALASKA	566,900		674,400		35,800	107,600	816,600	
SUBTOTAL	23,839,900	0	28,815,100	0	1,417,800	3,767,000	33,999,900	0
REGIONWIDE INCIDENTAL PERSONNEL COSTS (LUMP SUM LEAVE, EMPLOYEE TRANSFERS, INCENTIVE AWARDS ETC):								
ROCKY MOUNTAIN	1,424,600		1,405,200		19,400	0	1,424,600	
NORTH ATLANTIC	509,400		502,400		7,000	0	509,400	
NATIONAL CAPITAL	583,600		575,600		8,000	0	583,600	
MID-ATLANTIC	471,900		465,500		6,400	0	471,900	
SOUTHEAST	831,500		820,200		11,300	0	831,500	
MIDWEST	741,900		731,800		10,100	0	741,900	
SOUTHWEST	622,800		614,300		8,500	0	622,800	
WESTERN	1,373,600		1,354,900		18,700	0	1,373,600	
PACIFIC NORTHWEST	608,600		600,300		8,300	0	608,600	
ALASKA	800,000		789,100		10,900	0	800,000	
SUBTOTAL	7,967,900	0	7,859,300	0	108,600	0	7,967,900	0

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
REGIONWIDE NATURAL SCIENCE PROGRAMS:								
ROCKY MOUNTAIN	692,200	9	683,500	5	9,500	(9,500)	683,500	5
NORTH ATLANTIC	517,200	5	510,500	6	7,100	(7,100)	510,500	6
NATIONAL CAPITAL	590,100	15	584,200	14	8,100	(8,100)	584,200	14
MID-ATLANTIC	239,300	1	236,100	1	3,300	(3,300)	236,100	1
SOUTHEAST	1,163,800	8	1,148,400	8	15,900	(15,900)	1,148,400	8
MIDWEST	472,900	4	466,800	3	6,500	(6,500)	466,800	3
SOUTHWEST	470,000	8	464,300	8	6,400	(6,400)	464,300	8
WESTERN	2,265,900	55	2,238,600	47	29,900	(29,900)	2,238,600	47
PACIFIC NORTHWEST	696,700	9	688,200	9	9,500	(9,500)	688,200	9
ALASKA	1,158,400	16	1,139,400	7	15,800	(15,800)	1,139,400	7
SUBTOTAL	8,266,500	130	8,160,000	108	112,000	(112,000)	8,160,000	108
AMERICA THE BEAUTIFUL PROGRAM:								
REGIONAL SCIENCE PROGRAMS						(3,840,000)	(3,840,000)	(8)
REGIONWIDE PARK PROFESSIONAL SERVICES AND PARK SUPPORT OPERATIONS:								
ROCKY MOUNTAIN	1,859,000	53	1,840,900	74	39,300	0	1,880,200	74
NORTH ATLANTIC	1,062,100	47	1,065,600	63	27,600	0	1,093,200	63
NATIONAL CAPITAL	3,330,900	88	3,298,400	99	66,900	0	3,365,300	99
MID-ATLANTIC	1,146,900	15	1,139,400	31	19,500	0	1,158,900	31
SOUTHEAST	2,084,900	42	2,076,300	40	36,900	0	2,113,200	40
MIDWEST	2,086,700	46	2,062,800	57	40,100	0	2,102,900	57
SOUTHWEST	2,087,200	59	2,219,800	69	42,800	0	2,262,600	69
WESTERN	2,210,300	47	2,182,700	55	41,600	0	2,224,300	55
PACIFIC NORTHWEST	1,661,200	36	1,697,300	40	33,200	0	1,730,500	40
ALASKA	6,975,200	110	7,348,700	124	129,200	(100,000)	7,377,900	124
SUBTOTAL	24,504,400	543	24,931,900	652	477,100	(100,000)	25,309,000	652

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
REGIONWIDE PLANNING AND COMPLIANCE ACTIVITIES:								
ROCKY MOUNTAIN	386,200	11	381,900	11	8,000	0	389,900	11
NORTH ATLANTIC	308,200	17	305,300	15	7,300	0	312,600	15
NATIONAL CAPITAL	90,400	0	89,200	0	1,200	0	90,400	0
MID-ATLANTIC	235,200	7	232,600	7	4,900	0	237,500	7
SOUTHEAST	151,700	4	148,000	4	3,000	0	151,000	4
MIDWEST	273,400	6	270,200	6	5,200	0	275,400	6
SOUTHWEST	117,200	4	116,000	4	2,600	0	118,600	4
WESTERN	167,400	3	165,100	3	2,300	0	167,400	3
PACIFIC NORTHWEST	69,300	2	68,500	2	1,500	0	70,000	2
ALASKA	146,900	2	144,000	2	2,500	0	146,500	2
WASHINGTON OFFICE	203,000	4	203,000	4	4,300	0	207,300	4
SUBTOTAL	2,148,900	60	2,123,800	56	42,800	0	2,166,600	56
REGIONWIDE PROPERTY REPLACEMENT PROGRAM:								
ROCKY MOUNTAIN	2,303,200		2,271,800		31,400	0	2,303,200	
NORTH ATLANTIC	544,300		536,900		7,400	0	544,300	
NATIONAL CAPITAL	1,453,400		1,433,600		19,800	0	1,453,400	
MID-ATLANTIC	777,100		766,500		10,600	0	777,100	
SOUTHEAST	1,130,200		1,114,800		15,400	0	1,130,200	
MIDWEST	659,000		650,000		9,000	0	659,000	
SOUTHWEST	535,800		528,500		7,300	0	535,800	
WESTERN	2,438,300		2,405,000		33,300	0	2,438,300	
PACIFIC NORTHWEST	517,800		510,700		7,100	0	517,800	
ALASKA	395,500		387,100		5,400	0	392,500	
SUBTOTAL	10,754,600	0	10,604,900	0	146,700	0	10,751,600	0

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
HARPERS FERRY CENTER:								
HFC AUDIOVISUAL ARTS	1,170,300	31	1,154,300	31	23,500	0	1,177,800	31
EXHIBIT REHABILITATION AND PRESERVATION PROGRAM	4,152,100	89	4,095,500	89	78,100	0	4,173,600	89
HFC INFORMATIONAL PUBLICATIONS	3,691,400	24	4,380,800	24	66,600	0	4,447,400	24
HFC MUSEUM EXHIBIT MAINTENANCE	531,100	21	521,900	21	12,300	0	534,200	21
HFC MUSEUM REFERENCE SERVICES	1,214,400	23	1,197,800	23	22,200	0	1,220,000	23
HFC TRAINING SUPPORT	21,000	0	20,700	0	300	0	21,000	0
TOTAL HFC	10,780,300	188	11,373,000	188	203,000	0	11,576,000	188
MISC OFFICES, PROGRAMS, ETC.:								
ALASKA OIL SPILL COST	6,126,400	0	0	0	0	0	0	0
ALBRIGHT TRAINING CENTER MAINTENANCE PROGRAM	65,600	0	64,700	0	900	0	65,600	0
BOISE INTERAGENCY FIRE CENTER	464,800	17	460,600	5	6,400	(467,000)	0	0
DENVER SERVICE CENTER TRAINING SUPPORT	29,000	0	28,600	0	400	0	29,000	0
GEOGRAPHIC INFORMATION SYSTEM	572,500	12	564,200	10	7,800	(8,000)	564,000	10
AMERICA THE BEAUTIFUL PROGRAM: GEOGRAPHIC INFORMATION SYSTEM						(936,000)	(936,000)	(10)
ILLINOIS AND MICHIGAN CANAL (M&R)	150,300	2	148,400	3	2,800	0	151,200	3
INTERNATIONAL PARK AFFAIRS	901,400	14	919,000	12	15,400	(450,000)	484,400	12
MIDWEST ARCHEOLOGICAL CENTER	310,100	46	309,800	33	12,300	0	322,100	33

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
MINING & MINERALS ACTIVITIES	1,511,300	25	1,490,700	28	27,400	0	1,518,100	28
NATIONAL COUNCIL ON TRADITIONAL ARTS	0	0	110,000	0	0	(35,000)	75,000	0
NORTH ATLANTIC REGION HISTORIC PRESERVATION CENTER	300,500	36	299,200	38	13,300	0	312,500	38
PERFORMING ARTS PROGRAMS IN THE NATIONAL CAPITAL AREA	1,466,600	0	1,446,500	0	20,000	(584,000)	882,500	0
SOUTHEAST ARCHEOLOGICAL CENTER	486,800	22	481,600	18	11,100	0	492,700	18
SOUTHEAST CULTURAL PRESERVATION CENTER	567,700	24	561,500	18	12,200	0	573,700	18
SOUTHWEST CULTURAL RESOURCE CENTER.	1,128,600	64	1,228,900	64	31,000	0	1,259,900	64
STUDENT CONSERVATION PROGRAM	497,000	0	613,500	0	8,500	0	622,000	0
WESTERN ARCHEOLOGICAL CENTER	871,900	39	862,600	39	21,300	0	883,900	39
SUBTOTAL	15,450,500	301	9,589,800	268	190,800	(1,644,000)	8,236,600	263
SERVICEWIDE PROGRAMS:								
ACID RAIN MONITORING	1,229,600		1,212,800	0	(492,800)	0	720,000	0
AIR QUALITY	5,204,000		5,133,000	0	166,600	0	5,299,600	0
ARTIFACT/COLLECTIONS INVENTORY.....	2,763,000	(32)	2,465,900	(32)	34,100	(34,000)	2,466,000	(32)
AMERICA THE BEAUTIFUL PROGRAM: ARTIFACT/COLLECTIONS INVENTORY...						(34,000)	(34,000)	(--)

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
ARTIFACT/COLLECTIONS STORAGE.....	0	0	0	0	0	1,600,000	1,600,000	0
CULTURAL RESOURCES PRESERVATION ...	5,880,000	0	5,799,800	0	80,200	0	5,880,000	0
DAM SAFETY PROGRAM	402,500	1	397,000	1	5,700	0	402,700	1
EDUCATION INITIATIVE: COLUMBUS QUINCENTENNIAL.....	0	0	0	0	0	500,000	500,000	0
EDUCATION INITIATIVE: OUTREACH.....	0	0	0	0	0	780,000	780,000	0
EMERGENCIES: STORM AND FLOOD DAMAGE, AND STRUCTURAL FIRE DAMAGE	3,414,900	0	3,131,600	0	43,300	0	3,174,900	0
EMPLOYEE DEVELOPMENT PROGRAM.....	3,024,700	32	2,881,000	34	48,000	0	2,929,000	34
GLOBAL CLIMATE CHANGE PROGRAM.....	0	0	0	0	0	3,000,000	3,000,000	26
HAZARDOUS WASTE PROGRAM.....	0	0	0	0	0	7,200,000	7,200,000	2
MAINTENANCE MANAGEMENT SYSTEM SUPPORT.....	3,497,800	0	1,400,000	5	(1,000,000)	0	400,000	5
MAINTENANCE PROGRAM OVERVIEW	1,985,000	0	1,775,500	0	24,500	0	1,800,000	0
NATIONAL INSTITUTE FOR CULTURAL PROPERTIES	250,000	0	493,200	0	6,800	(500,000)	0	0
NATIONAL TRAIL SYSTEM DEVELOPMENT .	400,000	0	394,500	0	5,500	0	400,000	0
NATURAL RESOURCES PRESERVATION PROGRAM	7,631,000	0	7,526,900	0	104,100	(104,000)	7,527,000	0
AMERICA THE BEAUTIFUL PROGRAM: NATURAL RESOURCES PRESERVATION PROGRAM						(2,473,000)	(2,473,000)	(--)

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
PARK SUPPORT OPERATIONS	5,546,400	99	5,617,700	105	103,600	0	5,721,300	105
PUBLIC USE ANALYSIS AND REPORTS PROGRAM	311,000	8	306,800	9	6,400	0	313,200	9
SERVICEWIDE NATURAL RESOURCES PROGRAM SUPPORT.....	3,278,000	73	3,056,700	77	79,900	0	3,136,600	77
STEEL INDUSTRY HERITAGE TASK FORCE..	0	0	197,300	0	2,700	(200,000)	0	0
VOLUNTEER-IN-PARKS PROGRAM	750,000	0	739,800	0	10,200	500,000	1,250,000	0
HOLF STUDY - YELLOWSTONE	200,000	0	172,600	0	2,400	0	175,000	0
YELLOWSTONE FIRE RECOVERY	0	0	2,761,800	0	38,200	(1,600,000)	1,200,000	0
SUBTOTAL	45,767,900	213	45,463,900	231	(730,600)	11,142,000	55,875,300	259
PARK MANAGEMENT GRAND TOTAL	647,079,400	14,808	669,679,300	15,283	13,516,700	39,836,000	722,832,000	15,770
AMERICA THE BEAUTIFUL PROGRAM: SUBTOTAL, PARK MANAGEMENT						(7,283,000)	(7,283,000)	(18)
FOREST FIRE SUPPRESSION AND REHABILITATION OF BURNED AREAS ..	47,962,000	0	0	0	0	0	0	0

PARK AND PROGRAM SUMMARY

OMPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
PARK, RECREATION AND WILDERNESS PLANNING								
ROCKY MOUNTAIN	31,300	0	57,900	0	800	0	58,700	0
NORTH ATLANTIC	141,200	0	160,200	0	2,200	0	162,400	0
NATIONAL CAPITAL	0	0	8,500	0	100	0	8,600	0
MID-ATLANTIC	23,000	0	195,600	0	2,700	0	198,300	0
SOUTHEAST	5,000	0	0	0	0	0	0	0
MIDWEST	6,500	0	13,800	0	200	0	14,000	0
SOUTHWEST	13,300	0	22,600	0	300	0	22,900	0
WESTERN	18,500	0	24,600	0	300	0	24,900	0
PACIFIC NORTHWEST	0	0	11,700	0	200	0	11,900	0
ALASKA	0	0	0	0	0	0	0	0
DENVER SERVICE CENTER	1,608,800	36	2,177,000	36	34,100	0	2,211,100	36
WASHINGTON & SERVICEWIDE	3,070,400	13	2,899,100	13	435,100	(40,000)	3,294,200	13
PARK, RECREATION AND WILDERNESS PLANNING TOTAL	4,918,000	49	5,571,000	49	476,000	(40,000)	6,007,000	49
AMERICA THE BEAUTIFUL PROGRAM:								
WATER RESOURCES						(716,000)	(716,000)	(5)
PRESIDIO PLANNING						(1,000,000)	(1,000,000)	(6)
SUBTOTAL, PARK RECREATION AND WILDERNESS PLANNING						(1,716,000)	(1,716,000)	(11)
STATUTORY OR CONTRACTUAL AID FOR OTHER ACTIVITIES								
ROCKY MOUNTAIN	2,000,000	--	0		0	0	0	0
NORTH ATLANTIC	1,329,000	16	1,332,600	16	17,400	(297,000)	1,053,000	14
NATIONAL CAPITAL	232,000	--	228,800		3,200	(33,000)	199,000	0
MID-ATLANTIC	1,650,000	--	1,454,900		20,100	(1,475,000)	0	0
SOUTHEAST	800,000	--	1,528,900		21,100	(1,351,000)	199,000	0
MIDWEST	1,118,000	--	1,507,200		20,800	(955,000)	573,000	0
WESTERN	1,600,000	--	1,775,500		24,500	(1,800,000)	0	0
STATUTORY OR CONTRACTUAL AID FOR OTHER ACTIVITIES TOTAL	8,729,000	16	7,827,900	16	107,100	(5,911,000)	2,024,000	14

PARK AND PROGRAM SUMMARY

ONPS, PARK MANAGEMENT PARK AREAS, REGIONAL AND SERVICEWIDE PROGRAMS AND OTHER ACTIVITIES	FINAL FY 1989	FY 1989 FTE/T	FY 1990 POST-SEQUESTER	FY 1990 FTE/T	FY 1991 BASE ADJUSTMENTS	FY 1991 PROGRAM CHANGES	BUDGET ESTIMATE FY 1991	FY 1991 FTE/T
GENERAL ADMINISTRATION								
ROCKY MOUNTAIN	3,154,500	115	3,133,500	103	(78,100)	45,700	3,101,100	103
NORTH ATLANTIC	2,067,200	70	2,100,300	58	(41,800)	29,900	2,088,400	58
NATIONAL CAPITAL	3,741,600	121	3,769,700	111	(75,700)	53,800	3,747,800	111
MID-ATLANTIC	1,937,700	63	1,960,700	48	(39,400)	27,900	1,949,200	48
SOUTHEAST	2,232,500	62	2,288,000	60	(37,000)	31,900	2,282,900	60
MIDWEST	1,577,600	50	1,597,700	43	(30,700)	22,800	1,589,800	43
SOUTHWEST	1,989,700	64	1,970,700	54	(40,400)	28,800	1,959,100	54
WESTERN	2,391,900	66	2,470,800	66	(35,500)	33,900	2,469,200	66
PACIFIC NORTHWEST	1,700,900	46	1,660,300	45	(24,500)	24,600	1,660,400	45
ALASKA	286,100	5	312,900	5	(1,000)	3,900	315,800	5
WASHINGTON & SERVICEWIDE	31,257,300	349	31,411,300	347	1,623,200	2,243,800	35,278,300	348
GSA SPACE REIMBURSEMENT	15,300,000	0	16,202,000	0	1,271,000	1,302,000	18,775,000	0
EMPLOYEE'S COMPENSATION FUND	6,826,000	0	7,611,800	0	763,200	0	8,375,000	0
UNEMPLOYMENT COMPENSATION	8,350,000	0	8,236,100	0	(886,100)	0	7,350,000	0
GENERAL ADMINISTRATION TOTAL	82,813,000	1,011	84,725,800	940	2,367,200	3,849,000	90,942,000	941
OPERATION OF THE NATIONAL PARK SYSTEM TOTAL	791,501,400	15,884	767,804,000	16,288	16,267,000	37,734,000	821,805,000	16,774
ALL OTHER ACCOUNTS		1,269		1,373				1,258
TOTAL	791,501,400	17,153	767,804,000	17,661	16,267,000	37,734,000	821,805,000	18,032
AMERICA THE BEAUTIFUL PROGRAM: TOTAL, OPERATION OF THE NATIONAL PARK SYSTEM						(8,999,000)	(8,999,000)	(29)

TOTAL FULL-TIME EQUIVALENTS SHOWN FOR THE "OPERATION OF THE NATIONAL PARK SYSTEM" ACCOUNT ARE BY ORGANIZATION IRRESPECTIVE OF FUNDING SOURCE. FOR EXAMPLE, SOME TEMPORARY POSITIONS IN PARKS ARE FUNDED FROM CONSTRUCTION.

Summary of Requirements by Object Class

(Dollar Amounts in Thousands)

Appropriation: Operation of the National Park System	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc. (+) or Dec. (-) FTE	Inc. (+) or Dec. (-) Amount
Object Class:						
11. Personnel compensation:						
11.1 Permanent full-time equivalencies	11,913	317,309	11,913	325,824	0	+8,515
11.3 Other than permanent full-time equivalencies	4,095	86,818	4,095	89,661	0	+2,843
11.5 Other personnel compensation		25,640		25,640		
11.8 Special Personal Services Payments		223		233		
11.9 Total personnel compensation	16,008	430,000	16,008	441,358	0	+11,358
Other Objects:						
12.1 Personnel benefits		95,269		97,271		+2,002
13.0 Benefits for former personnel		7,000		7,000		
21.0 Travel and transportation of persons		21,175		22,000		+825
22.0 Transportation of things		10,466		11,000		+534
23.1 Rental payments to GSA		15,732		17,034		+1,302
23.2 Rental payments to others		5		5		
23.3 Communications, utilities, and other charges		14,691		15,045		+354
24.0 Printing and reproduction		4,287		4,838		+551
25.0 Other Services		97,424		114,518		+17,094
26.0 Supplies and materials		52,527		55,242		+2,715
31.0 Equipment		22,216		28,700		+6,484
32.0 Lands and structures		5,174		5,600		+426
41.0 Grants, subsidies and contributions		7,935		2,024		-5,911
42.0 Insurance claims and indemnities		170		170		
Total requirements		784,071		821,805		+37,734

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
OPERATION OF THE NATIONAL PARK SYSTEM

Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-1036-0-1-303		1989 actual	1990 estimate	1991 estimate
01.00	Unappropriated balance, start of year ...	0	0	0
02.01	Offsetting receipts: Land and Water Conservation Fund Act of 1965, as amended; Budget Reconciliation Act of 1987	50,332	51,395 1/	52,500 1/
04.01	Total available for appropriation	50,332	51,395 1/	52,500 1/
05.01	Appropriation: Operation of the National Park System	(50,332)	(51,395) 1/	(52,500) 1/
07.00	Unappropriated balance, end of year	0	0	0

1/ Changes made too late to be included in printing of the President's budget. This is based on a current revised estimate of receipts.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
OPERATION OF THE NATIONAL PARK SYSTEM
Program and Financing (in thousands of dollars)

Identification code 14-1036-0-1-303		1989 actual	1990 estimate	1991 estimate	
Program by activities:					
	Direct program:				
1.	Park management	648,358	672,732	722,832	1/
3.	Forest fire suppression and rehabilitation of burned areas	46,278	0	0	
4.	Park, recreation and wilderness planning	4,520	5,571	6,007	1
5.	Statutory or contractual aid	8,729	7,828	2,034	
6.	General administration	82,538	84,726	90,942	
9.	Total direct program	790,423	770,857	821,805	
10.	Reimbursable program	2,147	2,761	2,800	
10.00	Total obligations	792,580	773,618	824,605	
14.00	Offsetting collections from: Non-Federal sources	(2,147)	(2,761)	(2,800)	
17.00	Recovery of prior year obligations	-1	0	0	
21.40	Unobligated balance available, start of year	(5,401)	(3,053)	0	
24.40	Unobligated balance available, end of year	3,053	0	0	
25.00	Unobligated balance lapsing	3,420	0	0	
39.000	Budget authority	791,504	767,804	821,805	
	Budget authority:				
40.00	Appropriation (general fund)	719,503	727,024	769,305	1/
40.00	Appropriation (special fund)	50,332	51,395	52,500	1/
40.00	Reduction pursuant to P.L. 99-177	0	(10,615)	0	
41.00	Transferred to other accounts	(35,000)	0	0	
42.00	Transferred from other accounts	56,669	0	0	
43.00	Appropriation (adjusted)	791,504	767,804	821,805	

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OPERATION OF THE NATIONAL PARK SYSTEM

Program and Financing (in thousands of dollars) (Continued)

Identification code 14-1036-0-1-303		1989 actual	1990 estimate	1991 estimate
Relation of obligations to outlays:				
71.00	Obligations incurred, net.....	790,433	770,857	821,805
72.40	Obligated balance, start of year.....	202,755	150,856	191,951
74.40	Obligated balance, end of year.....	(150,856)	(191,951)	(205,451)
77.00	Adjustments in expired accounts	(1,178)	0	0
78.00	Adjustments in unexpired accounts.....	(1)	0	0
90.00	Outlays.....	841,152	729,762	808,305

1/ Changes made too late to be included in printing of the President's budget. Base change transfer was not accounted for in prior estimates.

OPERATION OF THE NATIONAL PARK SERVICE

Object Classification (in thousands of dollars)

Identification code 14-1036-0-1-303		1989 actual	1990 estimate	1991 estimate
NATIONAL PARK SERVICE				
Direct obligations:				
	Personnel compensation:			
11.1	Full-time permanent	302,112	316,396	325,824
11.3	Other than full-time permanent	72,226	79,579	89,661
11.5	Other personnel compensation	25,633	25,640	25,640
11.8	Special personal services payments	233	233	233
11.9	Total personnel compensation	400,204	421,848	441,358
12.1	Civilian personnel benefits	79,597	91,618	97,271
13.0	Benefits for former personnel	6,924	8,000	7,000
21.0	Travel and transportation of persons	20,866	21,500	22,000
22.0	Transportation of things	12,257	10,348	11,000
23.1	Rental payments to GSA	14,768	15,401	17,034
23.2	Rental payments to others	5	5	5
23.3	Communications, utilities, and miscellaneous charges	13,653	14,344	15,045
24.0	Printing and reproduction	3,888	4,087	4,838
25.0	Other services	144,002	89,834	114,518
26.0	Supplies and materials	53,483	54,000	55,242
31.0	Equipment	25,698	26,700	28,700
32.0	Lands and structures	5,133	5,174	5,600
41.0	Grants, subsidies, and contributions	8,729	7,828	2,024
42.0	Insurance claims and indemnities	166	170	170
99.0	Subtotal, direct obligations, National Park Service	789,373	770,857	821,805

OPERATION OF THE NATIONAL PARK SYSTEM

Object Classification (in thousands of dollars) (continued)

Identification code 14-1036-0-1-303		1989 estimate	1990 estimate	1991 estimate
	Reimbursable obligations:			
	Personnel compensation:			
11.1	Full-time permanent	83	86	86
11.3	Other than full-time permanent	247	254	257
11.5	Other personnel compensation	20	22	22
11.9	Total personnel compensation	350	362	365
12.1	Civilian personnel benefits	40	33	34
21.0	Travel and Transportation of persons	6	23	24
23.3	Communications, utilities, and miscellaneous charges	177	237	241
25.0	Other services	744	994	1,001
26.0	Supplies and materials	191	260	265
31.0	Equipment	640	852	870
99.0	Subtotal, reimbursable obligations, National Park Service	2,147	2,761	2,800

OPERATION OF THE NATIONAL PARK SYSTEM

Object Classification (in thousands of dollars) (continued)

Identification code 14-1036-0-1-303		1989 estimate	1990 estimate	1991 estimate
ALLOCATION TO FEDERAL HIGHWAY ADMINISTRATION				
	Personnel compensation:			
11.1	Full-time permanent	69	0	0
11.3	Other than full-time permanent	7	0	0
11.5	Other personnel compensation	3	0	0
11.9	Total personnel compensation	79	0	0
12.1	Civilian personnel benefits	15	0	0
21.0	Travel and transportation of persons	7	0	0
22.0	Transportation of things	3	0	0
23.3	Communications, utilities, and miscellaneous charges	2	0	0
24.0	Printing and reproduction	3	0	0
25.0	Other services	17	0	0
26.0	Supplies and materials	7	0	0
31.0	Equipment	1	0	0
32.0	Lands and structures	926	0	0
99.0	Subtotal, obligations, Federal Highway Administration	1,060	0	0
99.9	Total obligations	792,580	773,618	824,605

OPERATION OF THE NATIONAL PARK SYSTEM

Personnel Summary

Identification code 14-1036-0-1-303	1989 actual	1990 estimate	1991 estimate
NATIONAL PARK SERVICE			
Direct program:			
Total number of full-time permanent positions	11,455 1/	11,861 1/	12,232 1/
Total compensable workyears:			
Full-time equivalent employment	15,447	15,991	16,008
Full-time equivalent of overtime and holiday hours	669	470 2/	463 2/
Average GS grade	8.5	8.6	8.6
Average GS salary	25,767	26,859	27,350
Average upgraded salary	27,726	28,691	29,663
Average ES salary	77,248	78,514	78,690
Reimbursable program:			
Total number of full-time permanent positions	4	4	4
Total compensable workyears: Full-time equivalent employment	15	15	15
Average GS grade	5.9	5.9	5.9
Average GS salary	20,750	21,500	21,750
Average upgraded salary	27,726	28,691	29,663
ALLOCATION TO FEDERAL HIGHWAY ADMINISTRATION			
Total number of full-time permanent positions	2	0	0
Total compensable workyears: Full-time equivalent employment	2	0	0
Average GS grade	10.7	0	0
Average GS salary	30,152	0	0

1/ Revisions to bring account into conformity with more accurate data received from SF 113A.

2/ Revisions to bring account into conformity with the Bureau of Land Management Firefighting account from which the National Park Service receives an allocation.

OPERATION OF THE NATIONAL PARK SYSTEM
(Proposed for later transmittal, proposed legislation)

Program and Financing (in thousands of dollars)

Identification code 14-1036-2-1-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
1.	Park Management	0	0	(18,717)
2	Park Recreation, and Wilderness Planning	0	0	(3,284)
10.00	Total obligations	0	0	(22,001)
	Financing:			
40.00	Budget authority (appropriation)	0	0	(22,001)
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	0	0	(22,001)
74.40	Obligated balance, end of year	0	0	5,500
90.00	Outlays	0	0	(16,501)

This schedule shows the effect of implementing legislation, proposed for later transmittal, to authorize the President's "America the Beautiful" initiative. Under this initiative, spending for Federal land acquisition and certain natural resource protection and recreation enhancement programs will be increased and and funded in a consolidated "America the Beautiful" account

OPERATION OF THE NATIONAL PARK SERVICE

Object Classification (in thousands of dollars)

Identification code 14-1036-2-1-303		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent	0	0	(4,550)
11.3	Other than full-time permanent	0	0	(606)
11.5	Other personnel compensation	0	0	(20)
11.9	Total personnel compensation	0	0	(5,176)
12.1	Civilian personnel benefits	0	0	(902)
25.0	Other services	0	0	(15,809)
26.0	Supplies and materials	0	0	(104)
31.0	Equipment	0	0	(10)
99.9	Total Obligation	0	0	(22,001)

Personnel Summary

Total number of permanent positions	0	0	(127)
Total compensable work-years:	0	0	
Full-time equivalent employment	0	0	(163)
Full-time equivalent of overtime and holiday hours	0	0	(7)
Average GS Grade	0	0	12.00
Average GS Grade	0	0	35,825

Appropriation Summary Statement

Appropriation: National Recreation and Preservation

The National Recreation and Preservation programs cover a broad range of activities relating to outdoor recreation planning, preservation of natural, cultural and historic resources, and environmental compliance and review. These programs provide a focal point at the Federal level for recreation and preservation planning, the coordination of Federal and State policies, procedures and guidelines, and the provision of technical assistance to Federal, State, and local governments and private organizations.

The major funding activities include:

1. Recreation Programs: This activity includes technical assistance to State and local governments, recreation data collection and analysis, the transfer of surplus Federal real property to local governments for recreation uses, and monitoring Federal recreation fee programs.

2. Natural Programs: This activity includes the development and completion of congressionally mandated studies of river and trail routes for possible inclusion in the National Scenic and Historic Trails or Wild and Scenic River Systems, providing technical assistance to States and local governments in rivers and trails conservation and programs for developing and preserving areas in the National Rivers and Trails Systems not under direct Federal administration, and management of the National Natural Landmark Program.

3. National Register Programs: This activity includes management of the National Register of Historic Places, review and certification of application for Federal Tax Credits for Historic Preservation, cultural resources management planning, the National Historic Landmarks Program, the Historic American Buildings Survey and Historic American Engineering Record, and coordination of Federal archeology programs.

4. Environmental Compliance and Review: This activity includes the staff resources to review and comment on Environmental Impact Statements, Federal licensing and permitting applications and other actions which may impact areas of National Park Service jurisdiction.

5. Grants Administration: This activity covers administrative expenses associated with the closeout of prior year grants from the Urban Parks and Recreation Fund, and the administration of the grants-in-aid program for States and Territories under the Historic Preservation Fund.

Appropriation Language

National Recreation and Preservation

For expenses necessary to carry out recreation programs, natural programs, cultural programs, environmental compliance and review, and grants administration, not otherwise provided for [$16,136,000], $10,125,000. (16 U.S.C. 1a-5, 4601-01-3, 461, 467, 469c, 470, 2501; (Department of the Interior and Related Agencies Appropriations Act, 1990.)

Appropriation Language Citations

National Park Service

Appropriation: National Recreation and Preservation

1. For expenses necessary to carry out recreation programs,

16 U.S.C. 460 1 - 460 1-3

16 U.S.C. 460 1-460 1-3 authorizes the Secretary of the Interior to carry out certain activities which have the common purpose of helping provide outdoor recreation resources for the Nation. These activities are: (1) inventory and evaluation of needs and resources; (2) classification of resources; (3) formulation, maintenance, and revision of a comprehensive Nationwide plan; (4) technical assistance to non-Federal entities; (5) encourage interstate and regional cooperation; (6) research and education; and (7) Federal inter-Departmental cooperation and coordination.

16 U.S.C. 460 1-6a

16 U.S.C. 460 1-6a requires reports to Congress on Federal admission and recreation use fees and authorizes fee program administration.

40 U.S.C. 484(k)(2) and (3)

40 U.S.C. 484(k)(2) and (3) authorizes disposal of Federal surplus real property for use as public park or recreation areas, and requires determination and enforcement of compliance with terms of disposal.

2. natural programs,

16 U.S.C. 1a-5

16 U.S.C. 1a-5 directs the Secretary of the Interior to provide certain information to Congress regarding Registry of Natural Landmarks.

16 U.S.C. 1244(b)-(c)

16 U.S.C. 1244(b)-(c) requires National Trails studies.

16.U.S.C. 1275-1276

16 U.S.C. 1275-1276 requires Wild and Scenic Rivers studies.

3. cultural programs,

16 U.S.C. 461-467

16 U.S.C. 461-467 authorizes the Secretary of the Interior to carry out certain activities to preserve historic sites, buildings, and objects of national significance for public use, and expressly authorizes appropriation of funds for this purpose.

16 U.S.C. 469-469c

16 U.S.C. 469-469c establishes a program for preservation of historical and archeological data which might otherwise be lost or destroyed as the result of a Federal or Federally assisted or licensed project, activity, or program, and authorizes appropriation of specific amounts for this purpose.

4. environmental compliance and review,

42 U.S.C. 4332

42 U.S.C. 4332 requires writing and reviewing outdoor recreation aspects of environmental impact statements.

49 U.S.C. 1653(f)

49 U.S.C. 1653(f) requires review of proposed Department of Transportation projects which could have an adverse impact upon public park and recreation facilities.

5. and grants administration, not otherwise provided for

16 U.S.C. 1, 1b, 1c, 3

16 U.S.C. 1, 1b, 1c, 3 specifies administration functions of the National Park Service in regard to the Operation of the National Park System.

Summary of Requirements

Appropriation: National Recreation and Preservation

(Dollar Amounts in thousands)

	FTE	Amount	FTE	Amount
Appropriation enacted, 1990			277	16,136
Reduction Pursuant to P.L. 99-177				(213)
Adjusted Appropriation, 1990			277	15,923
ADJUSTMENTS TO BASE:				
Adjustment for 1990 Impact of P.L. 99-177	--	213		
Adjustment for Administrative Efficiency	--	(113)		
Adjustment for Staffing Efficiency	--	(59)		
Additional Cost in 1991 for the 1991 Pay Raise	--	67		
Adjustment for One Additional Paid Day in FY 1991	--	26		
Total adjustments			--	134
FY 1991 BASE BUDGET			277	16,057
Program Changes (Changes to base budget, detailed below)			(50)	(5,932)
TOTAL REQUIREMENTS (FY 1991 Estimate)			227	10,125

NPS-256

Comparison by activities/ subactivities	FY 1989 Actual FTE	FY 1989 Actual Amount	FY 1990 Enacted to Date FTE	FY 1990 Enacted to Date Amount	P.L. 99-177 Reduction Amount	FY 1990 Adjusted Approp. Amount	FY 1991 Base FTE	FY 1991 Base Amount	FY 1991 Estimate FTE	FY 1991 Estimate Amount	Inc./(Dec.) from FY 1990 Appropriation FTE	Inc./(Dec.) from FY 1990 Appropriation Amount	Inc./(Dec.) from FY 1990 Adjusted Appropriation	Inc./(Dec.) from FY 1991 Base FTE	Inc./(Dec.) from FY 1991 Base Amount
Recreation Programs	9	613	10	613	(8)	605	10	610	5	294	(5)	(319)	(311)	(5)	(316)
Natural Programs	49	3,729	54	4,427	(58)	4,369	54	4,407	9	567	(45)	(3,860)	(3,822)	(45)	(3,860)
National Register Programs	159	8,414	174	9,244	(122)	9,122	174	9,198	174	7,442	--	(1,802)	(1,680)	--	(1,756)
Environmental Compliance and Review	7	424	8	424	(6)	418	8	422	8	422	--	(2)	4	--	--
Grants Administration	26	1,428	29	1,428	(19)	1,409	29	1,420	29	1,420	--	(8)	11	--	--
Special Summer Programs	2	--	2	--	--	--	2	--	2	--	--	--	--	--	--
Total, National Recreation and Preservation	252	14,608	277	16,136	(213)	15,923	277	16,057	227	10,125	(50)	(6,011)	(5,798)	(50)	(5,932)

Justification of Adjustments to Base

National Park Service

Appropriation: National Recreation and Preservation

	FTE	($000) Amount
Adjustment for 1990 Effect of P.L. 99-177..... The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177) required a reduction in non-exempt programs in FY 1990. Since the reduction applies to FY 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from FY 1990 to FY 1991.	--	-213
Adjustment for Administrative Efficiency..... The Department is proposing to decrease spending for consultants, travel overtime, supplies and equipment by about 5 percent to improve administrative efficiency and place greater priority on 1990 program initiatives. Specific reductions are proposed in the following areas:	--	-113

Consultants.....	-$11
Travel.....	-22
Overtime.....	-10
Supplies.....	-45
Equipment.....	-25
Total.....	-$113

Adjustment for Staffing Efficiency..... Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower that previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:	--	-$59

Average Grade.....	-$26
Lapse.....	-33
Total.....	-$59

Additional Cost in 1991 of the 1991 Pay Raise..... The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. The entire amount is for general schedule pay. The 1991 cost of the remaining 60 percent will be absorbed in FY 1991.	--	-367
One More Paid Day in FY 1991..... The increase in personnel compensation results from there being one more paid day in FY 1991 than in FY 1990.	--	-26
Totals.....	--	-$213

Justification of Program and Performance

Activity: National Recreation and Preservation Programs
Subactivity: Recreation Programs

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Recreation Programs	($)	613	605	610	294	-316
	(FTE)	(10)	(10)	(10)	(5)	(-5)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Recreation Programs	613	-8	605

The reductions to this activity include deferring travel, employee development opportunities, the purchase of certain supplies, materials, and equipment, and equipment maintenance contracts.

Authorization

16 U.S.C. 460 1 through 460 1-3, Outdoor Recreation Organic Act
16 U.S.C. 460 1-6a (h), Land and Water Conservation Act, as amended

Objectives

Recreation Statistics and Information

To provide for the exchange of recreation information among Federal, State, and local agencies and private groups. To report to Congress on the results of the recreation fee programs at Federal recreation areas.

Surplus Federal Real Property

To ensure that real properties which may be excess to Federal needs and which have significant natural resource and recreational values are made available to State and local governments. To ensure that surplus Federal real property transferred to State and local governments is used for park and recreation purposes as intended.

National Recreation and Preservation/Recreation Programs

Base Program

Recreation Statistics and Information..... $237 4 FTE

The Service collects information on recreation activity at Federal, State and local levels of government and within the private sector. This information is used to analyze trends, accomplishments, and developments in public and private recreation as well as for responding to requests for information. More than 3,100 requests for information were received during FY 1989. The Service coordinates the collection and reporting of public outdoor recreation fee and visitation data from the seven Federal land-managing agencies. This information is used in the preparation of the annual Federal Recreation Fee Report to the Congress. The report is used as the baseline for Federal and State recreation fee statistics.

Surplus Federal Real Property..... $373 6 FTE

The Service identifies and recommends to the General Services Administration (GSA) which surplus Federal properties should be made available for public park and recreation use by State and local governments. Recommendations are based on the recreation values of the property, the potential recipient's financial ability and commitment to complete the proposed development plan for the property and to operate and maintain the property. Potential recipients are assisted in the preparation of applications for surplus property. When the property is transferred, the Service monitors its use to assure compliance with the deed of conveyance. Transfers were completed for sixteen new properties during FY 1989.

Of the 1,200 properties conveyed since the inception of the program, the Service provided specific oversight to 450 properties during fiscal year 1989; one-half through on-site inspections and one-half through review of reports provided by property recipients. Remedial action was taken on 25 properties with problems or potential problems in compliance with intended use. Two properties were reverted in full to GSA during 1989, and another two in part. About 50 requests for changes in prior transfers are responded to each year, including amending deeds of conveyance or plans of use, or transferring property from one public agency to another.

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	610	294	-316
(FTE)	(10)	(5)	(-5)

Recreation Programs..... -$316 -5 FTE

National Recreation and Preservation/Recreation Programs

Decrease from FY 1991 Base (Continued)

The Service is proposing to limit external Federal recreation programs in fiscal year 1991. At the proposed level of funding, coordination of survey activities in support of the Recreation Statistics and Information program will be continued. The required Federal Recreation Fee Report will continue to be prepared and submitted on time. No new surveys or information collection efforts will be initiated (-$136,000, -2 FTE's). In the Surplus Federal Real Property program, the Washington Office will continue to meet reporting requirements to Congress and maintain internal controls to avoid fraud, waste and abuse in the transfer of surplus property. New property transfers, compliance, and other surplus property activities in the Regional Offices will be limited to those that can be accomplished in conjunction with other recreation and property management duties (-$180,000, -3 FTE's).

Distribution of change by object class

The object class detail for the proposed $316,000 decrease and 5 FTE's is as follows:

Object Class	FTE	Amount
Personnel compensation	-5	-152,000
Personnel benefits		-20,000
Travel and transportation of persons		-34,000
Transportation of things		-9,000
Communications, utilities, and miscellaneous charges		-17,000
Printing and reproduction		-8,000
Other services		-57,000
Supplies and materials		-8,000
Equipment		-11,000
Total	-5	-$316,000

Justification of Program and Performance

Activity: National Recreation and Preservation Programs
Subactivity: Natural Programs

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Rivers and Trails Studies	($)	399	394	390	390	--
	(FTE)	(5)	(5)	(5)	(5)	(--)
Rivers and Trails Conservation Programs	($)	3,860	3,809	3,860	--	-3,860
	(FTE)	(45)	(45)	(45)	(--)	(-45)
National Natural Landmarks Program	($)	168	166	157	157	--
	(FTE)	(4)	(4)	(4)	(4)	(--)
Total Requirements	($)	4,427	4,369	4,407	547	-3,860
	(FTE)	(54)	(54)	(54)	(9)	(-45)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Natural Programs	4,427	-58	4,369

The reduction to this activity will include deferring or eliminating technical assistance, reducing travel, deferring employee development opportunities, and reducing supply and equipment purchases and equipment maintenance contracts.

Rivers and Trails Studies

Authorization

16 U.S.C. 1271 - 1287, The Wild and Scenic Rivers Act, as amended
16 U.S.C. 1241 - 1249, The National Trails System Act, as amended

Objectives

To complete mandated rivers and trail studies and to provide oversight and coordination of the process to transmit completed rivers and trail study reports to the Department, OMB, and the Congress.

National Recreation and Preservation/Natural Programs

To assure adequate review of potential projects adversely affecting potential wild and scenic rivers listed in section 5(a) of the Wild and Scenic Rivers Act pursuant to section 7(b) of the act.

Base Program..... $390 5 FTE

In order for a river to be eligible for the national system, it must be in a free-flowing condition and possess one or more of the following values to a remarkable degree: scenic, recreation, geologic, fish and wildlife, historic, cultural or other similar values. Beyond the question of eligibility, the Secretary of Agriculture or Interior must determine whether a river is suitable for the national system. Suitability is based upon such factors as the extent of public lands in the immediate environment of the river; funds required for acquisition, development, and management; and, local or State interest in acting to protect and manage the river and the feasibility and timeliness of such action.

In a trail study, a determination is made whether it is feasible and desirable to include the trail as a unit of the National Trail System. A determination of desirability is based on the national significance of the route and the recreational and/or historic resources along the route. A determination of feasibility is based on the practicability of establishing such a trail in consideration of existing trail opportunities, costs that would be entailed, impact on other values of the resource base, and similar factors. When a trail study is transmitted to the Congress by the Secretary of the Interior or of Agriculture, it includes the Secretary's recommendation as to the suitability of the trail for designation.

River Study Findings and Recommendations

Of 106 wild and scenic river studies authorized by section 5(a) of Public Law 90-542, as amended, 63 have been the responsibility of the Department of the Interior, 40 have been the responsibility of the Department of Agriculture, and 3 have been the joint responsibility of Agriculture and Interior. Of the 66 in which Interior has full or joint responsibility, 55 have been completed and transmitted to Congress. Of these 55:

-- Nine resulted in congressional designation of all or a part of the river study segment determined qualified by the study agency
-- Three resulted in State designation and subsequent addition to the National Wild and Scenic Rivers System under section 2(a)(ii): Little Miami and Little Beaver, Ohio, and Loxahatchee, Florida.
-- One resulted in joint Federal/State designation: Lower St. Croix, Minnesota and Wisconsin.
-- Seven rivers have been found not to qualify: Allegheny, Pennsylvania; Clarion, Pennsylvania; Maumee, Indiana and Ohio; Soldier Creek, Alabama; Nolichucky, North Carolina and Tennessee; and Koyuk and Melozitna, Alaska.
-- Eleven rivers have been found to qualify, but were not recommended for designation.

National Recreation and Preservation/Natural Programs

-- Nineteen reports recommended State and/or local actions to preserve the river, but have not resulted in inclusion in the national system.
-- Three reports recommended congressional designation, but Congress has not taken action yet.
-- Two reports (Green, Colorado, and Yampa, Colorado) recommended no action pending outcome of several issues.

Of the eleven remaining Interior studies, seven are National Park Service responsibility. Of these seven, completion of the wild and scenic river study for the Great Egg Harbor River is scheduled for fiscal year 1990. Completion of the Farmington, Maurice, and Manumuskin Rivers, and Menantico Creek studies are scheduled for completion in fiscal year 1991. The Columbia River will continue under study until fiscal year 1992. One other study, the Sheenjak River, is completed and awaiting further Departmental review.

Trail Study Findings and Recommendations

Of 33 trail studies authorized by section 5(b) (c) of Public Law 90-543, as amended, 29 have been the responsibility of the Department of the Interior, three have been the responsibility of the Department of Agriculture and one the joint responsibility of Agriculture and Interior. Of these 33, 27 have been completed and transmitted to Congress. Two of these 33 have been completed and are pending transmittal to Congress, and four are currently under study. Of the 27 completed trails:

-- Eleven were found not qualified for addition to the National Trails System.
-- Sixteen were added to the National Trails System; four are administered by the Department of Agriculture and twelve by the Department of the Interior. Of the twelve trails administered by the Department of the Interior, eleven are the responsibility of the National Park Service, and one is the responsibility of the Bureau of Land Management.

Comprehensive management and use plans for the Potomac Heritage National Scenic Trail, which was authorized by Public Law 98-11 on March 28, 1983, were initiated during 1984 with completion of the plan scheduled for fiscal year 1990.

Implementation Planning for Completed Trails Studies

Subsequent to designation of study trails by Congress as components of the National Trails System, a comprehensive plan for the management and use of each trail is required. Section 5(f) of the National Trails System Act Public Law 90-543 (16 U.S.C. 1241 et. seq.), as amended, describes the content of these plans to include: objectives and practices in management; identification of natural, historical, and cultural resources to be preserved; details of cooperative agreements with State and local

governments and private interests; implementation of trail marking; proposed protection for historic and other resource sites of high potential, specific site and general development plans; and the carrying capacity of the trail and a plan for implementation of the comprehensive management plan.

Rivers and Trails Conservation Programs

Authorization

16 U.S.C. 1271-1287, The Wild and Scenic Rivers Act, as amended
16 U.S.C. 1241-1249, The National Trails System Act, as amended

Objectives

To increase the Nation's supply of significant river and trail resource opportunities by providing technical assistance.

To ensure that State and local governments take an active role in river and trail conservation.

To foster beneficial use of rivers, trails, abandoned rail and other transportation corridors.

To ensure that interested parties are notified of railroad abandonments involving significant natural and recreation resources as in the transfer of abandoned rail corridors within Federal land to State and local governments.

To continue the development of the National Trails Plan and development of the National Trails Inventory.

To ensure that recreation and natural resource issues receive attention during hydropower relicensing proceedings.

Base Program..... $3,860 45 FTE

1. State and Local Conservation Technical Assistance... [$2,757] [35 FTE]

The National Park Service provides technical help to State and local governments in rivers and trails conservation through consultations, training programs, demonstration projects, and program development. Key items addressed are development of Statewide rivers and trails conservation systems, review and recommendations for local conservation options, and increasing private involvement in rivers conservation and trails development and maintenance. The Wild and Scenic Rivers Act and the National Trails System Act direct the Secretary of the Interior to encourage State and local Governments and private interests to establish protected wild, scenic, and recreational river areas, and State and metropolitan area trails. Both acts direct the Secretary to use his authority under the Land and Water Conservation Fund Act to encourage the development of comprehensive plans

for river and trail conservation, and to use the planning, coordination, and technical assistance authority of the Outdoor Recreation Act to assist State and local governments as well as private river and trail interests in developing these conservation plans. A special assistance project begun during fiscal year 1989, assisting the Bay Area Trails Group in developing the San Francisco Bay Area Ridge Trail within State and local lands, will continue during fiscal year 1990.

During fiscal 1989, the Recreation Resources Division staff developed a specific process for State and local technical assistance project requests and refined the criteria for evaluation of the approximately 180 project requests received. In fiscal 1989, assistance was given through 80 projects in 30 States. For fiscal 1990, 70 projects are scheduled in 33 States. Each nominated project must meet the following criteria for selection:

-- The resource or resource issue is one of major significance.
-- The project has the potential to serve large numbers of users.
-- The project is designed to have a significant, cost effective impact and will lead to a tangible conservation achievement.
-- The project will generate substantial visibility and public support for conservation of the resource.
-- The project will involve a Statewide Assessment or a Corridor Plan to implement the priorities identified in a State Comprehensive Outdoor Recreation Plan:

Statewide Assessment An assessment is a systematic Statewide resource planning process designed to comprehensively identify important and threatened resources, and leads to implementation strategies for conservation of river systems or establishment of trail networks.

Corridor Plan A corridor plan focuses on a specific river or trail, identifies conservation issues and priorities, and develops recommendations for public and private protection of the resource.

Each requested project must have clear goals and objectives, a "results" orientation, and provision for cooperation, cost-sharing, and public involvement. Additional value in selection is given to projects which are innovative, bring about protection to new areas, and demonstrate that anticipated results would probably not occur without Federal involvement.

2. National Trails System Program..... [$752] [8 FTE]

The Service complies with Nationwide planning and coordination responsibilities contained in the National Trails System Act. As part of the Congressional mandate for a National Trails Plan, the Service is working with Federal land managers and States to develop an action program and policy review process. Pilot strategic planning projects are being initiated in two States (Vermont and Washington) in response to the Act's call for

National Recreation and Preservation/Natural Programs

State involvement in the provision of trail opportunities and in several metropolitan areas to address the Act's priority on urban trails. The National Recreation Trail Program (NRT), another part of the Act, is managed by the Service. The Service maintains the NRT data base and publishes the NRT Guide. To address long-distance and interstate trails needs, as part of the National Trails Inventory, the Service is undertaking a cooperative analysis of trail needs in the Mid-Atlantic Region utilizing the Mid-Atlantic Region Trails Inventory, published in fiscal 1989, and Statewide Comprehensive Outdoor Recreation Plans. Data collection for the three Pacific Northwest Region States was begun during fiscal 1989 and a trails directory will be published during fiscal 1990.

The Service cooperates with other Federal land managing agencies and the Interstate Commerce Commission to ensure that abandoned railroad rights-of-way revert to Federal ownership whenever appropriate under the rails-to-trails legislation. State and local governments are assisted in conserving abandoned railroad rights-of-way that possess significant natural and recreational resources. Nine workshops for State and local governments officials on accomplishing rail/trail conversions were conducted during fiscal 1989, and eight more are planned for fiscal 1990. An inventory of Federally-granted rights-of-way is being conducted.

3. National Rivers System Program..... [$351] [2 FTE]

The Service has responsibility for nationwide rivers conservation planning, coordination, and consultation under the National Wild and Scenic Rivers Act. The Nationwide Rivers Inventory is maintained and updated which is used to identify potential wild and scenic rivers for study and protection by Federal and State land managing agencies. Applications by States for the addition of State managed rivers to the National Wild and Scenic Rivers System (NW&SRS) are reviewed and recommendations are forwarded to the Secretary. In fiscal 1989, the Vermillion River in Illinois was approved as a State managed river. Projects proposed by Federal land managing agencies with potential impact on NW&SRS units are reviewed and assistance is given to Federal agencies in order to protect rivers on the inventory.

During fiscal year 1990, the Service will strengthen its involvement in the Federal Energy Regulatory Commission's (FERC) hydropower relicensing and new licensing review process. The Service will represent outdoor recreation interests in the review process through studies and consultation with Federal and State resource agencies, recreation and conservation groups, the hydropower applicant, and FERC on about 30 review projects in fiscal year 1990.

National Natural Landmarks Program

Authorization

16 U.S.C. 1a-5	National Park Service Organic Act, as amended
16 U.S.C. 1273	Historic Sites Act of 1935
	General Authorities Act of 1970, as amended
	Mining in the National Parks Act of 1976

National Recreation and Preservation/Natural Programs

Objectives

To identify and recognize by landmark designation those areas of nationally significant ecological and geological character which best represent the natural heritage of the Nation, and to encourage the preservation of those sites.

Base Program..... $157 4 FTE

The ecological and geological features of each of the 33 physiographic provinces of the Nation are being studied to identify those areas that should be considered for national natural landmark status. By the end of 1987, 31 of the 33 natural regions were inventoried through natural region theme studies, and half of the studies of the remaining two natural regions have been completed. Those completed studies have yielded over 3,000 sites identified as having potential for national natural landmark status. To evaluate those sites, the Service has prepared evaluation standards and has clarified the criteria for national significance to be used by States, Federal agencies, and the public to determine if sites qualify for landmark consideration. The Service is reviewing site data in the National Registry of Natural Landmarks. This will make possible an analysis of the major gaps in ecological feature representation in the Registry and help define goals for future landmark designation.

The Service also prepares the annual "Section 8" report to the Congress describing the status and condition of the national natural landmarks. The condition of 587 designated (through fiscal year 1989) national natural landmarks is monitored by the Regional Offices of the Service working with the State natural area inventory programs. The 1989 Section 8 report cited approximately 49 natural landmarks as threatened or damaged. Owners whose properties are listed among the threatened and damaged sites are assisted in finding sources to help alleviate the damaging or threatening condition.

The following activities will be undertaken during fiscal year 1990:

-- Approximately 20 potential landmarks will be proposed by the Director of the National Park Service for designation by the Secretary of the Interior.
-- Approximately half (300) of the designated landmarks will be reviewed for preparation of annual report to Congress on threatened and damaged national natural landmarks.
-- Fifteen percent of sites listed on the 1989 "Section 8" report will be targeted for direct technical assistance to alleviate or remove the damaging or threatening condition.
-- The network of formal agreements between the Service, other Federal agencies, and State natural areas survey programs will be enlarged to increase site data sharing, and to enable National Natural Landmark nominations to be initiated by these other organizations.

National Recreation and Preservation/Natural Programs

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	4,427	547	-3,860
(FTE)	(54)	(9)	(-45)

Rivers and Trails Conservation Programs..... -$3,860 -45 FTE

State and local technical assistance will be terminated at the close of fiscal 1990. The Administration has determined that direct Federal involvement in State and local rivers and trails is not warranted as programs, funds and professional expertise are available sufficiently at the State and local government levels to continue conservation work for non-Federal rivers and trails. State and local governments have traditionally carried out their own conservation work on non-Federal areas. The inauguration of Federal assistance was meant to augment the efforts of State and local governments for non-Federal areas and not to be regarded as a principal source of assistance. The absence of Federal technical assistance could slow down ongoing rivers and trails conservation work by State and local governments, but the programs would continue. Continuing to provide technical assistance and advice need not be specially funded in dedicated programs. Federal land managers and conservation specialists stationed in national parks, forests, and wildlife refuges are always available to advise State and local managers located near them on a variety of conservation matters. Potentially, Federal financial assistance could be resumed at a later time when the Federal budget situation has improved. At this time, however, bringing the Federal deficit under control is of paramount importance. The President's 1991 budget demonstrates the fiscal constraint necessary to reduce the large Federal deficit while at the same time continuing Congressionally mandated planning, protection, and preservation work of units in the National Park System.

National Trails System Program planning, coordination, and directories publication; National Rivers System Program inventory and Federal Energy Regulatory Commission impact assessments for relicensing; and Rails-to-Trails program assistance will be discontinued. Limited Federal resources are being devoted to the preservation of units in the National Park System.

Activities encompassing the involvement of State and local governments in the National Rivers and Trails System as specified in the trails and rivers acts should be deferred until such time as the Federal budget deficit situation has been corrected.

The Service's fiscal year 1991 budget request will continue to provide for congressionally mandated studies for authorized areas of the National Rivers and Trails Systems ($390,000) and for the National Natural Landmarks Program ($157,000).

National Recreation and Preservation/Natural Programs

Distribution of change by object class:

The object class detail for the proposed $3,860,000 decrease and 45 work years is as follows:

Object Class	FTE	Amount
Personnel compensation	-45	-$1,523,000
Personnel benefits		-206,000
Travel and transportation of persons		-460,000
Transportation of things		-21,000
Communications, utilities, and miscellaneous charges		-31,000
Printing and reproduction		-134,000
Other services		-1,122,000
Supplies and materials		-219,000
Equipment		-144,000
Total	-45	-$3,860,000

Justification of Program and Performance

Activity: National Recreation and Preservation
Subactivity: National Register Programs

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
National Register Programs	($)	9,244	9,122	9,198	7,442	-1,756
	(FTE)	(174)	(174)	(174)	(174)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
National Register Programs	9,244	-122	9,122

The reduction to this activity will consist of deferring recruitment for nonessential vacant positions, deferring travel, reducing the number of personnel attending meetings, reducing printing work, reducing on-site technical assistance and surveys, and deferring planned supplies and equipment purchases.

Authorization

16 U.S.C. 461-467	Historic Sites Act of 1935
16 U.S.C. 470-470 n	National Historic Preservation Act of 1966, as amended
16 U.S.C. 469-469 c-1	Archeological and Historic Preservation Act of 1974
16 U.S.C. 470aa-11	Archeological Resources Protection Act of 1979
26 U.S.C. 46(b)(4)	and Tax Reform Act of 1986
26 U.S.C. 48(g)	

Objectives

To support the public and private preservation of the Nation's historical and cultural heritage and the integration of preservation values in public and private decisions by: (1) promoting and assisting sound stewardship of Federally owned or controlled cultural resources; (2) identifying and registering historic properties in the National Register of Historic Places; (3) creating documentary records of historic properties through the Historic American Buildings Survey and Historic American Engineering Record; (4) cooperating with non-Federal preservation institutions; (5) providing information, data, and advice to individuals and organizations on appropriate preservation techniques and methods; and (6) responding to taxpayers' requests for certification for Federal tax incentives.

National Recreation and Preservation/National Register Programs

Base Program

1. Maintenance of the National Register of Historic Places..... $1,312 30 FTE

The National Register of Historic Places is the nation's official list of properties significant in American history, architecture, archeology, engineering, and culture. The National Historic Preservation Act, as amended, requires the Secretary of the Interior to maintain the National Register; to develop guidelines and regulations for nomination; to consider appeals; and to make determinations of eligibility of properties at the request of Federal agencies and where private property owners object to listing. In accordance with standards and procedures given in 36 CFR 60, State Historic Preservation Officers (SHPO) set priorities for nominations, notify local officials and property owners of proposed nominations, and submit completed nominations. Federal agencies also nominate properties under their jurisdiction. The National Register staff process up to 3,000 nominations annually, publish the list of pending nominations in the "Federal Register," conduct reviews of nominations, and list, return, or reject nominations within 45 days of receipt. During 1989, special assistance was given to the Pennsylvania SHPO through a 50-50 match program to process additional nominations related to America's Industrial Heritage Project.

All nominations are reviewed for technical sufficiency and assurance that necessary documentation has been submitted. Based on the past performance record of the State or Federal agency, a sample of nominations is given an indepth review to assure that the nominations meet the criteria for evaluation. Increased use of multiple property nominations resulted in increases in nomination submissions in fiscal year 1989 and this trend is expected to continue in 1990. The National Register staff review requests for determinations of eligibility within 10 days of receipt when a Federal agency and the SHPO agree that a property meets National Register criteria. When a Federal agency and SHPO disagree, however, a detailed substantive review is conducted and a decision made within 45 days.

The National Registry Information System computer data base (NRIS) and an automated system for tracking nominations as they are submitted is maintained. As of fiscal year 1989, information on 54,010 listings (including over 200,000 contributing properties) and approximately 10,000 determined eligible properties was available for use by States, Federal agencies and the public for purposes of protecting properties, Tax Act certifications, program analysis, and research. Emphasis now is being given to improving the linkage between the NRIS and other preservation data bases such as the more than 23,000 listings in the HABS/HAER Index and State Historic Preservation Program resource inventories. In addition, there are ongoing training workshops for Federal and State personnel to improve the National Register nomination and registration process.

National Recreation and Preservation/National Register Programs

Standards, guidelines, and technical information concerning cultural resource surveys, inventory maintenance, preservation planning, the registration process and the determination of eligibility process are provided to States, Federal agencies, local governments, and others. These publications build a clearer understanding among agencies, State Historic Preservation offices, and the private sector about what constitutes good historic preservation practices.

Significant increases in the production of technical bulletins and video sound tapes continue in fiscal year 1990 because these are more efficient than sole reliance on face-to-face workshops, and because the beginning of certified local governments in fiscal year 1986 has greatly expanded the need for such materials. There were 519 local governments certified by the end of fiscal year 1989.

Properties will also be recommended to the Secretary of the Interior for designation as National Historic Landmarks. Several hundred properties will be considered within three thematic studies, and approximately 50 properties will be designated by the Secretary.

Workload Indicators	Actual Fiscal 1989	Estimated Fiscal 1990	Estimated Fiscal 1991
Nominations and Related Submissions	3,382	3,500	3,700
Technical Bulletins/ Video Tapes	31	30	30
Training Workshops	50	50	50
Determinations of Eligibility (Federal)	91	100	100
Determinations of Eligibility (Owner Objection)	90	110	110
Nomination Appeals	12	15	20
National Registry Information System Data Base Searches	888	1,000	1,000
National Registry Information System Data Base Records Added or Corrected	4,423	4,500	4,700
NR Technical Information Requests	6,490	7,000	7,000
NHL Theme Studies	3	3	3
NHL's Designated	50	50	50

For fiscal year 1990, an additional $150,000 was made available for a second year to support the State of Pennsylvania's work of processing National Register nominations resulting from the study and documentation of industrial sites and structures by HAER under America's Industrial Heritage Project. Studies on National Historic Landmarks pertaining to famous American women will continue in fiscal year 1990 and is funded at $60,000.

National Recreation and Preservation/National Register Programs

2. Preservation Assistance and Certification for Federal tax benefits..... $3,145 75 FTE

The National Park Service develops technical information, guidelines, and training materials that assist property owners in undertaking responsible historic preservation work for protection of the Nation's historic resources. The 1980 amendments to the Historic Preservation Act direct that professional methods be developed for use by Federal agencies, State and local governments, private organizations and individuals for the preservation and rehabilitation of historic properties. The demand for reliable technical information comes from property owners seeking certification of rehabilitation projects from Federal, State, and local agencies as well as owners of National Register properties undertaking preservation work without benefit of Federal incentives.

This program also aids and encourages National Historic Landmark owners to adopt management practices which protect nationally significant values. In 1990, 7 threatened or endangered landmarks are targeted for indepth condition assessments, bringing to over 55 the number of landmarks that have received physical inspections by expert architects and engineers. The resulting reports identify and prioritize necessary preservation work and the costs associated with undertaking this work. To raise awareness about the National Historic Landmarks Program, an exhibition, "Landmarks at Risk", was displayed in Washington, D.C., in April of 1989. Additional exhibit locations are being planned for 1990, and a book for school children on National Historic Landmarks will be developed in coordination with the American Architectural foundation and the Consumer Information Center.

Over 80 technical publications are currently available to architects, developers, contractors, and government agencies to explain and encourage responsible preservation techniques and treatments. Recent titles include "The Repair and Replacement of Historic Wooden Shingle Roofs", and "The Preservation of Historic Barns". Training activities included a 3-day conference on rehabilitating historic interiors in December of 1989 cosponsored by the American Society of Interior Designers. A comprehensive 3-day training course for public officials involved in historic preservation is planned for June of 1990 in Washington, D.C. This course will be cosponsored by the Advisory Council on Historic Preservation, the National Conference of State Historic Preservation Officers, and the General Services Administration.

In order to qualify for a 20 percent rehabilitation tax credit under sections 46 and 48 of the Internal Revenue Code of 1986, property owners must obtain from the Secretary certifications as to whether a structure contributes to the significance of a registered historic district, and certifications of rehabilitation. Certifications are also issued for historic district statutes and State and locally designated districts. To qualify for the incentives, property owners must complete a three-part historic preservation certification application:

National Recreation and Preservation/National Register Programs

Part I - Evaluation of Significance
Part II - Description of Rehabilitation
Part III - Request for Certification of Completed Work

States provide important advice to the National Park Service on certification requests. State recommendations and the application materials are then professionally evaluated in five National Park Service Regional Offices according to standards published in 36 CFR, part 67. Notification as to certification normally is made within 60 days of the owner's initial submission. Denials of certification requests may be appealed by applicants to the Washington Office.

Applications for certification of historic significance and of rehabilitation have decreased as a result of the Tax Reform Act of 1986. Passive loss rules have reduced the usefulness of the credit as a tool for attracting equity to historic rehabilitation projects. The decline in the number of applications received on a monthly basis appears to be levelling off. Modest increases, however, are anticipated in 1990 and 1991 as taxpayers devise new investment strategies to maximize use of the 20 percent credit.

Workload Indicators	Actual Fiscal 1989	Estimated Fiscal 1990	Estimated Fiscal 1991
Part I applications	1,084	1,100	1,130
Part II applications	863	875	900
Certification of Rehabilitation	1,182	1,200	1,225
Certification of Statutes	0	2	2
Certification of Districts	2	5	5
Part I appeals	5	15	15
Part II appeals	82	100	115

The Service's fiscal year 1990 budget for Preservation Assistance includes an additional $100,000 provided by Congress for a Technology Transfer Program. A summary of primary preservation technology issues and needs, development of methodologies to handle technology transfer, and developing data bases related to research and development of preservation technology will be undertaken in fiscal year 1990.

3. Standards and Cultural Resources Management Planning..... $823 19 FTE

Section 110(a)(2) of the National Historic Preservation Act (NHPA) directs the Secretary to advise Federal agencies on establishing a program to locate, inventory, and nominate properties under their control that appear to qualify for inclusion in the National Register. Sections 101(f) and 101(g) require the Secretary to issue standards and guidelines for accomplishing these and other Federal agency responsibilities mandated by section 110. Section 101(h) requires the Secretary to provide training, information, and professional methods and techniques for preserving historic properties and for administering historic preservation programs.

National Recreation and Preservation/National Register Programs

The Service continues to implement the Secretary's Standards and Guidelines for Archeology and Historic Preservation. The standards serve as benchmarks for measuring the effectiveness of preservation planning, identification, evaluation, registration, and treatment for all types of cultural resources. The guidelines structure the survey process, provide for evaluation and registration of cultural resources in historic context, provide for registration of archeological and historic properties, and guide appropriate treatment of these properties. Technical assistance from the NPS enables Federal agencies and others to apply the standards to their own programs. National Register program staff also advise and assist Regional Office and park staffs in developing and implementing improved cultural resources management approaches.

During fiscal year 1989, the Service began an active program of coordinating cultural resources information management activities in the Service and related organizations. A comprehensive information management strategy was developed for implementation in fiscal year 1990 and beyond. A major activity in fiscal year 1990, being conducted in cooperation with the State Historic Preservation programs, is to map all cultural resources information flows among Federal, State, and local agencies. This will facilitate the efficient design of computer software applications in the National Register Programs. Other software design and testing are underway to decrease the time required to convert survey data into usable inventory in support of comprehensive planning, registration, and treatment programs.

The Service implemented a Cultural Resources Geographic Information Systems (GIS) facility in fiscal year 1989 to work with parks and State preservation programs to design GIS applications that will improve the efficiency and effectiveness of resource preservation and planning. In fiscal year 1990, the GIS facility will be used to identify solutions to preservation conflicts at three Northern Virginia localities; Waterford National Historic Landmark, the Brandy Station Civil War battlefield locality, and at Great Falls Park.

As required by section 101(b)(2) of the NHPA, the Service conducts periodic on-site review leading to approval of State Historic Preservation Offices. By reviewing and testing the procedures used by individual State programs, the State is able to efficiently ensure maintenance of high standards in the national network of State and Certified Local Government historic preservation programs. During fiscal years 1989 through 1991, the Service will carry out the third cycle of State program reviews.

Additional funding provided by Congress for fiscal year 1990 to augment activities already underway in standards and management planning include planning assistance for the Mid-Atlantic Region's Steel Industry Heritage Task Force, advance planning for reconnaissance surveys of the Monongahela River Valley in the Pennsylvania counties of Allegheny, Beaver, Washington, and Greene, and advance planning assistance for the Carrie Furnaces and Homestead Iron Works.

National Recreation and Preservation/National Register Programs

4. Archeological Resource Management..... $1,584 23 FTE

The National Park Service conducts a variety of activities to provide leadership and coordination of Federal archeological projects and programs. These functions fulfill the Secretary's archeological responsibilities under the Antiquities Act of 1906, the National Historic Preservation Act of 1966, the Archeological and Historic Preservation Act of 1974, the Archaeological Resources Protection Act of 1979, and the National Historic Preservation Act amendments of 1980. Primary among these activities are: (1) providing coordination, oversight, and leadership in planning, execution, and documentation of Federal archeological programs and activities; (2) fostering and improving communication, cooperation and the exchange of information, including the National Archeological Database (NADB), among Federal, State, Tribal and local agencies, historic preservation organizations, private individuals and professional archeologists and associations; (3) reporting annually to the Congress on the scope and effectiveness of Federally authorized archaeological activities; (4) providing technical assistance, especially programmatic assistance, for archeological resource preservation; (5) developing, publishing, and distributing technical information and guidance to improve archeological resource management; (6) responding to notices that important archeological data may be lost as a result of Federal or Federally assisted or permitted activities; (7) coordinating Federally authorized archeological studies; and (8) reviewing requests from Federal agencies to waive the 1 percent limitation, contained in the Archeological and Historic Preservation Act of 1974, on data recovery costs.

The Washington Office oversees and coordinates the national archeological program by: (1) developing regulations and policy documents; (2) coordinating joint archeological activities and programs undertaken by Federal agencies; (3) developing, maintaining, and coordinating the implementation of the NADB; (4) preparing the annual report to the Congress; (5) developing and publishing technical and programmatic information related to archeological preservation (6) developing training courses; and (7) maintaining clearing houses on incidents of vandalism of archeological resources on public and Indian lands and on efforts to educate the public on the nature and value of archeological resources.

The Regional Archeological Offices implement national policy by: (1) coordinating Federal archeological activities at the Regional level; (2) promoting the nomination of archeological properties to the National Register of Historic Places and as National Historic Landmarks; (3) overseeing and assisting the implementation of the NADB; (4) advising Federal agencies on the identification, evaluation, protection and recovery of archeological resources; (5) investigating notifications that important archeological data may be damaged or destroyed by a Federal or Federally authorized activity; and (6) providing training to Federal and State agencies.

The continuing need to coordinate and oversee the diverse archeological activities of the Federal Government will be accomplished through formal and

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informal task forces and working groups at the Washington Office and Regional levels, and various information exchange activities. These activities include the NADB, clearinghouses, The Federal Archeology Report, and other publications. Additional funds provided by Congress in fiscal year 1990 will be used to continue training of agency managers in programs to fight archeological looting and the management of archeological resources. Part of the additional funds will be used to provide better access to clearinghouse information and to the NADB.

Technical publications designed to elaborate on the Secretary's standards and guidelines on archeological and historic preservation and other relevant policies and guidelines will be continued in order to build a clearer and stronger consensus among Federal agencies about what constitutes good archeological practice. Training courses on protecting archeological resources located on public lands will be developed and/or encouraged.

5. Record Historic Architectural, Engineering, and Industrial Sites, and Transmit Documentation to the Library of Congress..... $2,152 22 FTE

The Historic American Buildings Survey and the Historic American Engineering Record (HABS/HAER) document significant examples of the Nation's architectural and engineering heritage through historical information; measured drawings; photographic techniques including photogrammetry as well as photography. This documentation is used to provide a basis for preservation planning; to allow accurate repair or reconstruction if the property is damaged by fire or other disaster; to serve as a beginning point for restoration or adaptive reuse; to provide a legally enforceable basis for preservation easements; to preserve a record of historic properties that cannot be preserved; and to provide comprehensive information for those interested in historic structures. Most documentation is produced by summer field teams under the direct supervision of HABS/HAER personnel, through materials produced by architects and other professionals; and through contractors working to HABS/HAER standards and subject to HABS/HAER approval.

The HABS/HAER collections, kept by the Library of Congress, are the largest of their kind in the world. Begun in 1933, they include records on approximately 23,000 buildings and structures in the form of 47,000 measured drawings, 130,000 photographs, and 72,000 data pages, and approximately 1,000 building and structure records are added each year. These collections are among the most extensively used of all the special collections in the Library of Congress, with about 20,000 items reproduced each year for professionals, scholars, and the general public. A National Park Service developed computer system provides access to the HABS/HAER records. Microfilm of parts of the collection is maintained at over 100 libraries and institutions throughout the United States. A Phase II microfilm project is underway to include all HABS/HAER materials transmitted to the Library of Congress since 1979.

National Recreation and Preservation/National Register Programs

In recent years, Congress has provided funds for a number of special HAER studies related to the documentation of industrial sites and structures. For fiscal year 1990, Congress provided $480,000 to continue this documentation effort regarding the transportation, steel, and aluminum industries of central Pennsylvania included under the America's Industrial Heritage Project (AIHP), the steel industries of Pittsburgh and the Monongahela Valley, and the bituminous coal and other industries of West Virginia. HAER field offices to undertake these projects have been opened in Pittsburgh and Johnstown, Pennsylvania.

Congress has also provided funding for fiscal year 1990, $600,000, to support the Institute for History of Technology and Industrial Archeology at West Virginia University. It is expected that this Institute will work closely with the National Park Service to provide guidance as to which areas of our industrial heritage should be preserved, how best to do this, and to document the historic industrial resources of the Allegheny Region. The Institute will also work on development of techniques for recording industrial sites and the preservation of engineering works. An additional $66,000 provided by Congress will be used to document National Historic Landmarks in Chicago, Illinois.

6. Advise Congress on the Status of Threatened National Historic Landmarks, and Define National Historic Landmark Boundaries..... $182 5 FTE

The National Park Service prepares the annual "Section 8" report to Congress describing the status of historic and archeological resources of national significance (National Historic Landmarks) whose historic integrity is damaged or threatened. Over 1,800 landmarks are monitored by NPS Regional Offices working with State Historic Preservation Officers, the National Trust for Historic Preservation, local government officials, local preservation organizations, and landmark owners. Onsite visits are made, as time and budget permit. The 1988 report cites 102 national historic landmarks as being threatened or damaged or imminently threatened. This is an increase of 23 over the number documented as imminently threatened in the 1987 report.

Since national historic landmarks receive the same degree of protection afforded other properties listed on the National Register of Historic Places, documentation on early landmark designations is being brought up to National Register standards. In 1989, the emphasis continues on correcting boundary descriptions of national historic landmarks with boundaries which do not adequately define the landmark. In 1989, pursuant to section 101(a)(1)(A) of the National Historic Preservation Act, boundaries will be corrected for about 15 of these national historic landmarks.

National Recreation and Preservation/National Register Programs

Decrease from FY 1991 Base

(dollar amounts in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	9,198	7,442	-1,756
(FTE)	(174)	(174)	(--)

Special Study, Survey, and Assistance Projects, FY 1990..... -$1,756 -- FTE

Additional funds were provided by Congress for fiscal year 1990 for special study, survey and assistance projects. In the interests of reducing the large Federal deficit, the Service believes that special study and survey projects could be funded by non-Federal sources. Base program National Register functions are funded at a sufficient level to continue mandated responsibilities, and projects highlighting specific geohistoric episodes could be accommodated over time on a priority setting basis within the limits of the base program without additional funding.

These specially funded projects include:

American Industrial Heritage Project National Register nominations.....	-$150,000
Women's National Landmark studies.....	-$60,000
Institute for History of Technology and Industrial Archeology.....	-$600,000
HABS/HAER America's Industrial Heritage Project.....	-$345,000
Steel Industry Heritage Task Force planning assistance.....	-$100,000
Additional HAER offices in western Pennsylvania.....	-$135,000
Technology Transfer Program.....	-$100,000
Departmental Archeology Coordinator.....	-$100,000
Western Pennsylvania counties reconnaissance surveys.....	-$75,000
Carrie Furnaces/Homestead Works planning assistance.....	-$25,000
HABS/HAER Chicago Landmarks Planning.....	-$66,000
Total.....	-$1,756,000

National Recreation and Preservation/National Register Programs

Decrease from FY 1991 Base (Continued)

Distribution of change by object class

The object class detail of the proposed $1,756,000 decrease is as follows:

Object Class	FTE	Amount
Travel of persons		-$242,000
Transportation of things		-10,000
Communications, utilities, and miscellaneous charges		-19,000
Printing and reproduction		-97,000
Other services		-1,190,000
Supplies and materials		-123,000
Equipment		-75,000
Total	--	-$1,756,000

Justification of Program and Performance

Activity: National Recreation and Preservation Programs
Subactivity: Environmental Compliance and Review

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Environmental Compliance and Review	($)	424	418	422	422	--
	(FTE)	(8)	(8)	(8)	(8)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Environmental Compliance and Review	424	-6	418

The reduction to this activity will include reducing travel and deferring some supply and equipment purchases.

Authorization

16 U.S.C. 460 1-469 1-3	Outdoor Recreation Act
42 U.S.C. 4321-4347	National Environmental Policy Act
49 U.S.C. 303	Department of Transportation Act
16 U.S.C. 1271-1287	Wild and Scenic Rivers Act
16 U.S.C. 460 1-460 1-11	Land and Water Conservation Fund Act
16 U.S.C. 3501-3510	Coastal Barrier Resources Act
23 U.S.C. 101	Federal Aid Highway Act of 1976
16 U.S.C 1nt et seq.	National Parks and Recreation Act of 1978
16 U.S.C. 1241-1251	National Trails System Act

Objectives

To complete timely and effective reviews and comments on Environmental Impact Statements and related environmental documents on undertakings having an effect on national parks or other recreation resources; to provide coordination and review of Department of Transportation section 4(f) statements; to provide policy guidance for and a coordinated review of other Federal licensing and permitting activities; to ensure compliance with the National Environmental Policy Act (NEPA) and other environmental protection mandates; and to provide comments on the effects on environmental quality resulting from proposed legislation, rule making, regulations, guidelines,

and Executive orders regarding wild and scenic rivers, national trails, wilderness, resource management plans and activities from other agencies, recreation composites, Federal Surplus property transfers, and related projects and undertakings.

Base Program

The review of environmental and related documents is necessary under the above authorities so that the Service can provide comment on, and analysis of, proposals of other Federal agencies which may have an impact on areas of Service jurisdiction or expertise. This early involvement in the development of other agency proposals or comments on the potential environmental impacts of such proposals enables the Service to maintain the integrity of the National Park System. Reviews of environmental and related documents and participation as a cooperating agency on projects which may have an impact on resources in which the Service has jurisdiction by law or expertise are mandated by the regulations of the Council on Environmental Quality (40 CFR 1500 et seq).

Other review and environmental compliance requirements arise from legislative and executive mandates directing the Service to exercise a stewardship role for the natural, cultural, and recreational resources in the National Park System. Under section 4(f) of the Department of Transportation Act the Service is assigned responsibilities for the analysis of impacts to recreation and historic sites resulting from Federal transportation proposals. This requires continuing cooperation and consultation between the Department of Transportation and the Department of the Interior. The Service is also mandated to exercise stewardship over properties acquired, developed or preserved through NPS grant programs and to protect other areas, such as wild and scenic rivers, cultural sites, and segments of the National Trail System. This protection can be achieved through effective participation in a variety of existing environmental mandates such as the NEPA process, FERC licensing, and permits issued under Section 404 of the Clean Water Act.

Leadership, guidance and training are provided by the Washington Office to Regional and park personnel responsible for participation in the preparation of environmental documents or other requirements of by environmental mandates. Through the Washington Office, the Service coordinates its review activity with the Departmental Office of Environmental Project Review. The office also coordinates the preparation of proposed consolidated Departmental review comments which include the comments of other Interior bureaus.

In carrying out its responsibilities for NEPA compliance, the Washington Environmental Quality Division is responsible for establishing the procedures governing the development of environmental assessments on Service actions each year. In addition, the office must review and approve any Service produced Environmental Impact Statement prior to public distribution.

National Recreation and Preservation/Environmental Compliance and Review

The Service maintains a central control system for receiving and logging over 1300 incoming environmental and related documents produced by other agencies each year. Review responsibility is assigned to assure timely responses. Annually, the Service prepares approximately 100 Secretarial letters to the Department of Transportation and over 200 reviews on other transportation-related matters. Over 500 review comments on license and permit applications are prepared which involve recreation, historic or archeological resources. Finally, over 700 review comments on proposed regulations and other miscellaneous proposals are completed for a total of over 2,500 comment letters and other documents annually.

Review accomplishments are attained on both a programmatic and site-specific level. Although the number of documents coming to the Service is large, reviewers have been successful in screening the proposals that actually affect areas of Service jurisdiction and expertise. On a site specific basis, the Service responds to hundreds of proposals that may or would adversely impact the following:

National Park System units.

The consultation and review process under both section 4(f) and NEPA have resulted in a reexamination of alternatives and decision to relocate U.S. Route 27 near the western boundary of Chickamauga and Chattanooga National Military Park thus protecting this major historic resource; coordinated representation of Service interests to the President's Task Force on Outer Continental Shelf Leasing has resulted in a formal recognition of the need for national parks and national conservation lands to be recognized as unique properties that must be specifically addressed in any analysis of leasing activity; coordinated Service responses to hydropower proposals in Grand Teton National Park, Lake Mead National Recreation Area and Glen Canyon National Recreation Area during early licensing procedures of the Federal Energy Regulatory Commission (FERC) has resulted in the abandonment of several proposed projects upon the Service's assertion of a lack of jurisdiction on the part of FERC; participation in intervention proceedings before FERC on existing and proposed hydropower projects in Olympic National Park and Bighorn Canyon National Recreation Area has been coordinated through the Washington Office; participation in the development of Environmental Impact Statements and 4(f) considerations on airport proposals affecting Lake Powell district of Glen Canyon National Recreation Area has resulted in development of additional alternatives to minimize impacts to park resources; and cumulative impact analysis on mining in three National Park System units in Alaska has resulted in a reevaluation of levels of acceptable mining under Service mining regulations.

Other park and recreation areas.

The Service has advocated the provision of adequate recreational facilities at numerous hydropower sites under a working arrangement between the Service and FERC. The Service has also prepared section 4(f) consultation comments which have resulted in the minimizing of transportation takings of historic sites, park or recreation lands, or established adequate mitigation measures.

Justification of Program and Performance

Activity: National Recreation and Preservation
Subactivity: Grants Administration

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Urban Parks and Recreation Recovery Administration	($)	252	249	251	251	--
	(FTE)	(10)	(10)	(10)	(10)	(--)
Historic Preservation Fund Administration	($)	1,176	1,160	1,169	1,169	--
	(FTE)	(19)	(19)	(19)	(19)	(--)
Total Requirements	($)	1,428	1,409	1,420	1,420	--
	(FTE)	(29)	(29)	(29)	(29)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Grants Administration	1,428	-19	1,409

The reduction in this activity will be accomplished by deferring some onsite technical assistance and audits, postponing some travel and employee development training, and delaying some supply and equipment purchases.

Authorization

16 U.S.C. 2504-2514 Urban Park and Recreation Recovery Act of 1978
16 U.S.C. 470 National Historic Preservation Act

Objectives

Urban Parks and Recreation Recovery Program

To administer grants awarded in prior years to local jurisdictions in a responsive and accountable manner.

National Recreation and Preservation/Grants Administration

Historic Preservation Fund Administration

To administer Historic Preservation Fund grants to States, Territories, and Freely Associated States (Micronesia) in furtherance of goals in State programs and their subgrant projects.

To assure compliance with the National Historic Preservation Act and related laws.

To implement Department of Treasury and Department of the Interior financial assistance management policies.

To comply with all laws, regulations, and internal controls governing Federal grants to prevent waste, fraud and mismanagement of grant funds.

Urban Park and Recreation Recovery Program

Base Program..... $251 10 FTE

The base program covers the cost of mandated compliance activities for 2,100 completed project sites. With no appropriation for grants since 1984, workloads for active grants will continue to decrease but compliance activities, including civil rights and conversion reviews and inspections continue to grow. Compliance and fiscal accountability responsibilities for Land and Water Conservation Fund grants are defined by the Urban Park and Recreation Recovery Act, Title X of P.L. 95-625, by OMB Circulars A-87, A-128, and A-102, as amended, by the Civil Rights Act of 1964, the Rehabilitation Act of 1973 and the Age Discrimination Act of 1975.
The base program activity measures are:

Number of project sites needing inspections.....	2,100
Number of grantee programs to review under Section 504 of the Rehabilitation Act.....	325
Number of compliance inspections and civil rights program reviews.....	750
Number of grants requiring resolution of compliance questions.	45
Number of grant closeouts.....	50
Number of reviews of Recovery Action Program updates.....	35
Number of active grants.....	39

Historic Preservation Fund

Base Program..... $1,169 19 FTE

Administrative funds are used for policy development, monitoring and oversight to ensure effective and efficient operations of Historic Preservation Fund (HPF) grant-assisted programs operated by States. Training, technical publications, information sharing, and other assistance are provided to States and their subgrantees including Certified Local Governments (CLG's) regarding comprehensive planning, monitoring and

enforcing protective covenants on over 6,000 properties to which matching grant funds were awarded for acquisition or for development, and other topics related to the National Historic Preservation Act (NHPA).

During the 1980's, the Service gave the State grant-assisted programs greater flexibility and financial decision making authority where the Service had the discretion to do so. For example, States have the authority to determine their own level of effort within defined "program areas" and can shift funds within these program areas without Federal approval. The Service has also reduced prescriptive program requirements and simplified paperwork by reducing the amount of detail in grant applications and reports. A series of internal controls is maintained to detect and prevent waste and abuse, and to stimulate the prompt allocation of funds to specific projects.

The Washington Office implements policy guidance to assure that the 59 State assisted programs and the more than 1,000 projects awarded by States each year to local government, universities, and others are operated according to applicable laws and regulations and are uniformly applied. These include Office of Management and Budget Circulars A-87 (Cost Principles), A-102 (Administrative Requirements), A-123 (Internal Controls), A-128 (Single Audits), and related Department of the Interior and National Park Service issuances which are implemented by the National Register Programs Guideline, NPS-49. The Service periodically reviews its program requirements, simplifying paperwork requirements when possible while maintaining required controls.

Program administration is conducted by five regional offices for day to day oversight of recipient State program accountability, the periodic on site State Program Reviews required by the NHPA, and for delivering technical and other assistance to maintain program quality.

Workloads include reviewing and awarding new grants under this appropriation and Continuation Grants under the fiscal 1990 appropriation to the States and the National Trust, monitoring the expenditure and completion of special grants such as those awarded to Native American tribal organizations, the Bicentennial Lighthouse Fund grants and the Micronesia Resources Survey.

For fiscal 1991, the Service plans to complete and implement new statutory or regulatory requirements and to modify existing requirements to reflect the experience of the Service, States, and CLG's in using present requirements. These requirements include completing the reexamination and revision, if necessary, of the Survey and Inventory Program activities, the CLG's program, and the Secretary's Standards and Guidelines for Identification, Evaluation, Preservation Planning and Registration.

The base program activity measures are:

Number of active State and National Trust grants..... 119

National Recreation and Preservation/Grants Administration

Base program activity measures continued:

Number of direct grants	12
Number of subgrants (including pass-throughs for CLG's)	1,000
Number of billings from States and Tribal groups	250
Number of program or project amendments	900
Number of subgrant completion reports	950
Number of end of year reports	59
Estimated unexpended Federal grant funds at the start of fiscal year 1991	$21,601,000

The estimated unexpended grant funds balance is a combination of those funds that have been obligated by recipients but for which billings have not been received, and the 25 percent carryover limit permitted by the continuation grant policy. This policy recognizes that subgrant activities are often seasonal in nature and necessarily extend across Federal fiscal years. However, funds not expended by recipients during the year following the year of appropriation are returned to the United States Treasury.

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: National Recreation and Preservation

	1991 Base FTE	1991 Base Amount	1991 Estimate FTE	1991 Estimate Amount	Inc.(+) or Dec.(-) FTE	Inc.(+) or Dec.(-) Amount
Object Class:						
11. Personnel compensation:						
11.1 Permanent full-time equivalencies	230	7,764	192	6,624	-38	-1,140
11.3 Other than permanent full-time equivalencies	47	2,094	35	1,559	-12	-535
11.5 Other personnel compensation	--	80	--	80	--	--
11.9 Total personnel compensation	277	9,938	227	8,263	-50	-1,675
Other Objects:						
12.1 Personnel benefits		1,583		1,357		-226
21.0 Travel and transportation of persons		963		227		-736
22.0 Transportation of things		44		4		-40
23.3 Communications, utilities, and miscellaneous charges		71		4		-67
24.0 Printing and reproduction		255		16		-239
25.0 Other services		2,530		161		-2,369
26.0 Supplies and materials		410		60		-350
31.0 Equipment		263		33		-230
Total requirements		16,057		10,125		-5,932

NPS-298A

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
NATIONAL RECREATION AND PRESERVATION

Program and Financing (in thousands of dollars)

Identification code 14-1042-0-1-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
00.01	Recreation programs	579	605	294
00.02	Natural programs	3,653	4,369	547
00.03	Cultural programs	8,408	9,122	7,442
00.04	Environmental compliance and review	340	418	422
00.05	Grants administration	1,425	1,409	1,420
10.00	Total obligations	14,410	15,923	10,125
Financing:				
25.00	Unobligated balance lapsing	198	0	0
39.00	Budget authority	14,608	15,923	10,125
40.00	Appropriation	14,608	16,136	10,125
40.00	Reduction pursuant to P.L. 99-177	0	(213)	0
43.00	Appropriation (adjusted)	14,608	15,923	10,125
Relation of obligations to outlays:				
71.00	Obligations incurred, net	14,410	15,923	10,125
72.40	Obligated balance, start of year	3,708	4,535	3,981
74.40	Obligated balance, end of year	(4,535)	(3,981)	(2,531)
77.00	Adjustments in expired accounts	(565)	0	0
90.00	Outlays	13,018	16,477	11,575

NATIONAL RECREATION AND PRESERVATION

Object Classification (in thousands of dollars)

Identification code 14-1042-0-1-303		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent	7,252	7,737	6,624
11.3	Other than full-time permanent	1,278	2,048	1,559
11.5	Other personnel compensation	78	80	80
11.8	Special personal services payments	2	0	0
11.9	Total personnel compensation	8,670	9,865	8,263
12.1	Civilian personnel benefits	1,448	1,562	1,357
21.0	Travel and transportation of persons	896	965	227
22.0	Transportation of things	24	44	4
23.3	Communications, utilities, and miscellaneous charges	52	71	4
24.0	Printing and reproduction	207	225	16
25.0	Other services	2,470	2,491	161
26.0	Supplies and materials	413	430	60
31.0	Equipment	290	270	33
99.9	Total obligations	14,410	15,923	10,125

Personnel Summary

Identification code 14-1042-0-1-303	1989 actual	1990 estimate	1991 estimate
Total number of full-time permanent positions	222	230	192
Total compensable workyears:			
Full-time equivalent employment	252	277	227
Full-time equivalent of overtime and holiday hours	1	1	1
Average GS grade	10.80	10.80	10.80
Average GS salary	32,667	33,565	34,396

Appropriation Summary Statement

National Park Service

Appropriation: Historic Preservation Fund

This appropriation finances 50 percent matching grants to the States and to the National Trust for Historic Preservation for historic preservation planning, projects, and activities; 70 percent (Federal share) grants for the survey and inventory of historic properties; and direct grants for special purposes. Congress established a Bicentennial Lighthouse Fund within this appropriation for fiscal years 1988, 1989 and 1990.

Appropriation Language

HISTORIC PRESERVATION FUND

For expenses necessary in carrying out the provisions of the Historic Preservation Act of 1966 (80 Stat. 915), as amended (16 U.S.C. 470),[$32,750,000] $33,665,000 to be derived from the Historic Preservation Fund, established by section 108 of that Act, as amended, to remain available for obligation until September 30,[1990] 1992: Provided, That the Trust Territory of the Pacific Islands is a State eligible for Historic Preservation Fund matching grant assistance as authorized under 16 U.S.C. 470w(2): Provided further, That pursuant to section 105(1) of the Compact of Free Association, Public Law 99-239 the Federated States of Micronesia and the Republic of the Marshall Islands shall also be considered States for purposes of this appropriation [: Provided further, That $1,000,000 of the amount appropriated herein shall remain available until expended in the Bicentennial Lighthouse Fund, to be distributed on a matching grant basis after consultation among the National Park Service, the National Trust for Historic Preservation, State Historic Preservation Officers from States with resources eligible for financial assistance, and the lighthouse community. Consultation shall include such matters as a distribution formula, timing of grant awards, a redistribution procedure for grants remaining unobligated longer than two years after the award date, and related implementation policies. The distribution formula for fiscal year 1990 shall include consideration of such factors as--

(A) the number of lighthouses on or determined to be eligible for listing on the National Register of Historic Places by March 30, 1990;

(B) the number of river lights and number of historic river sites on or determined to be eligible for listing on the National Register by March 30,1990; and

(C) the availability of matching contributions in the State: Provided further, that no State shall receive more than 15 per centum of the Bicentennial Lighthouse Fund in any one fiscal year, nor more than 10 per centum of the total appropriations to the Fund in any two fiscal year period: Provided further, That only the light station structure itself, shall be counted in determining the number of properties in each State eligible to participate in the Fund: Provided further, That the Secretary shall allocate appropriate funds from the Bicentennial Lighthouse Fund to be transferred, without the matching requirement, for use by Federal agencies, in cooperative agreements with the National Park Service and the State Office of Historic Preservation in which the property is located, for properties otherwise eligible for the National Register but owned by the Federal Government]. (Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Historic Preservation Fund

1. Deletion: "[Provided further, That $1,000,000 of the amount appropriated here in shall remain available until expended in the Bicentennial Lighthouse Fund, to be distributed on a matching grant basis after consultation among the National Park Service, the National Trust for Historic Preservation, State Historic Preservation Officers from States with resources eligible for financial assistance, and the lighthouse community. Consultation shall include such matters as a distribution formula, timing of grant awards, a redistribution procedure for grants remaining unobligated longer than two years after the award date, and related implementation policies. The distribution formula for fiscal year 1990 shall include consideration of such factors as--

(A) the number of lighthouses on or determined to be eligible for listing on the National Register of Historic Places by March 30, 1990;

(B) the number of river lights and number of historic river sites on or determined to be eligible for listing on the National Register by March 30, 1990; and

(C) the availability of matching contributions in the State: Provided further, That no State shall receive more than 15 per centum of the Bicentennial Lighthouse Fund in any one fiscal year, nor more than 10 per centum of the total appropriations to the fund in any two fiscal year period: Provided further, That only the light station structure, itself, shall be counted in determining the number of properties in each State eligible to participate in the Fund: Provided further, That the Secretary shall allocate appropriate funds from the Bicentennial Lighthouse Fund to be transferred, without the matching requirement, for use by Federal agencies, in cooperative agreements with the National Park Service and the State Office of Historic Preservation in which the property is located, for properties otherwise eligible for the National Register but owned by the Federal Government]."

This provision has accomplished its purpose and is no longer required.

Appropriation Language Citations
Appropriation: Historic Preservation Fund

Appropriation language and citations:

1. For expenses necessary in carrying out the provisions of the Historic Preservation Act of 1966 (80 Stat. 915), as amended (16 U.S.C. 470), $_____ to be derived from the Historic Preservation Fund, established by section 108 of that Act, as amended, to remain available for obligation until September 30, 1991.

16 U.S.C. 470

The basic authorization to establish the Historic Preservation Fund is Public Law 89-665, dated October 15, 1966, 80 Stat. 915, popularly known as the "National Historic Preservation Act of 1966." Section 1, entitled Policy, states that the Federal Government shall provide leadership in preserving, restoring and maintaining the historic and cultural environment of the Nation. Agencies of the Government shall: (1) administer cultural properties under their control in a spirit of stewardship and trusteeship for future generations; (2) initiate measures necessary to direct their policies, plans, and programs in such a way that federally owned sites, structures and objects of historical, architectural, or archeological significance are preserved, restored, and maintained for the inspiration and benefit of the people; and (3) in consultation with the Advisory Council on Historic Preservation, institute procedures to assure that Federal plans and programs contribute to the preservation and enhancement of nonfederally owned sites, structures, and objects of historical, architectural or archeological significance.

2. Provided further: That the Trust Territory of the Pacific Islands is a State eligible for Historic Preservation Fund matching grant assistance as authorized under 16 U.S.C. 470W (2):

16 U.S.C. 470W (2)

This authorization defines the term "State" and includes the Trust Territory of the Pacific Islands.

3. Provided further: That pursuant to section 105 (1) of the Compact of Free Association, Public Law 99-239, the Federated States of Micronesia and the Republic of the Marshall Islands shall also be considered States for purposes of this appropriation.

P.L. 99-239, section 105 (1)

This authorization approves the "Compact of Free Association" and defines the term "State" to include Micronesia and the Republic of the Marshall Islands.

Justification of Program and Performance

Activity: Historic Preservation Fund

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Grants-in-Aid to States	$	27,000	26,636	27,000	28,865	+1,865
	(FTE)	(--)	(--)	(--)	(--)	(--)
Bicentennial Lighthouse Fund	$	1,000	986	1,000	0	-1,000
	(FTE)	(2)	(2)	(2)	(--)	(-2)
Grants-in-Aid to the National Trust	$	4,750	4,686	4,750	4,800	+50
	(FTE)	(--)	(--)	(--)	(--)	(--)
Total Requirements	$	32,750	32,308	32,750	33,665	+915
	(FTE)	(2)	(2)	(2)	(--)	(-2)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Grants-in-Aid to States	27,000	-364	26,636
Bicentennial Lighthouse Fund	1,000	-14	986
National Trust	4,750	-64	4,686
	32,750	-442	32,308

This reduction of $442,000 will be accomplished by decreasing Historic Preservation Fund grant awards by 1.35 percent.

Authorization

16 U.S.C. 470 National Historic Preservation Act of 1966, as amended

Objectives

To furnish matching grants to States, Territories, and the Freely Associated States (Micronesia) for activities specified in the act; to provide matching grant funds to the National Trust for Historic Preservation.

Base Program

State Grants and Bicentennial Lighthouse Fund $28,000 2 FTE

These matching grants support operating and administrative costs for Historic Preservation Officers, their staffs and Review Boards to: (1) conduct a

Historic Preservation Fund

comprehensive Statewide survey of historic properties and to maintain inventories of such properties in cooperation with Federal and State agencies, local governments, and private organizations and individuals; (2) identify and nominate eligible properties to the National Register of Historic Places and administer applications for listing historic properties in the National Register; (3) implement a comprehensive Statewide historic preservation plan; (4) advise and assist Federal and State agencies and local governments in carrying out their historic preservation responsibilities; (5) cooperate with the Secretary, the Advisory Council on Historic Preservation, and other Federal and State agencies, local governments, and organizations and individuals to ensure that historic properties are taken into consideration at all levels of planning and development; (6) provide public information, education and training, and technical assistance relating to the Federal and State programs; (7) cooperate with local governments in developing local historic preservation programs, and to assist local governments in becoming certified pursuant to the act; (8) conduct first-line review of private sector rehabilitation for Federal tax incentives by working directly with architects and developers so that historic preservation construction work will comply with the Secretary's standards.

The grants are funded on a 50 percent matching share basis, except that survey and inventory expenditures are authorized at 70 percent Federal share. However, by law, matching share requirements are waived for grants to the Freely Associated States, for Indian tribal preservation grants, and for Bicentennial Lighthouse Fund awards to Federal agencies. States carry out program purposes directly and through subgrants and contracts with public and private agencies and organizations, higher educational institutions, and private individuals. Section 103(c) of the act requires that 10 percent of each State's annual apportionment distributed by the Secretary must be transferred to local governments certified eligible under program regulations.

State Historic Preservation Officers may choose to help preserve selected National Register-listed historic properties by subgranting funds for historic resource surveys, preservation plans, historic structures analyses, and may, to a limited extent, restore such properties owned by other State or local government agencies, private organizations, and individuals.

Public Law 101-121 appropriated $1 million from the Historic Preservation Fund to continue the Bicentennial Lighthouse Fund. In fiscal years 1988, 1989, and 1990, 31 States and Territories were allocated funds for lighthouse-related projects, based on the number of lighthouses on or determined eligible for listing in the National Register. Funds awarded for these projects are available until expended.

Public Law 101-121 appropriated $500,000 for direct grants for Indian tribal preservation programs. Application guidelines were mailed to tribes and interested organizations in early December 1989. Grants are expected to be awarded in March 1990 and will be available for expenditures through fiscal year 1992, if necessary.

Historic Preservation Fund

Grants-in-Aid to the National Trust for Historic Preservation $4,750 -- FTE

The National Trust for Historic Preservation in the United States was chartered by Congress in 1949 to be the private sector leader in historic preservation. The National Trust owns historic properties across the country, 17 of which are historic house museums. It also offers extensive technical and educational services promoting historic preservation activities through its Headquarters in Washington, D.C. and seven Regional and Field Offices.

Funding will support the ongoing activities of the National Trust under its congressional charter to provide for the preservation of historic American sites, buildings, and significant objects, and to facilitate public participation in the preservation of such sites. In particular, these funds will be matched to support those activities which historically attract the fewest private dollars. This includes maintenance of historic properties, field work by professional staff, and the production and distribution of educational publications.

The grant funds will also enable the National Trust to support the historic preservation work of local communities, helping preservation groups to obtain needed technical assistance from financial planners, architects, and other professionals necessary to carry out historic preservation projects. The appropriations will also enable the National Trust to continue to support the major studies and analyses that help to solve critical preservation problems.

Increase from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Increase
$	32,750	33,665	+915
(FTE)	(2)	(--)	(-2)

1. Additional funds will be utilized by the States (+$1,865,000) and the National Trust (+$50,000) for specific projects to be determined by the recipients according to their selection priorities.

2. Fiscal year 1990 was the third and final year of the Bicentennial Lighthouse Fund (-$1,000,000).

Distribution of increase by object class

The object class detail for the proposed $915,000 increase and decrease of 2 FTE's is as follows:

Object Class	FTE	Amount
Grants, subsidies and contributions	-2	+$915,000

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
HISTORIC PRESERVATION FUND

Amounts Available for Appropriation (in thousands of dollars)

Identification Code 14-5140-0-2-303	1989 actual	1990 estimate	1991 estimate
Unappropriated balance, start of year.....	1,190,345	1,309,845	1,427,537
Offsetting receipts:			
Historic Preservation Act of 1966, as amended:			
Outer Continental Shelf Lands Act.....	150,000	150,000	150,000
Total available for appropriation.....	1,340,345	1,459,845	1,577,537
Appropriation.....	(30,500)	(32,750)	(33,665)
Sequestration.....	0	442	0
Unappropriated balance, end of year.....	1,309,845	1,427,537	1,543,872

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
HISTORIC PRESERVATION FUND

Program and Financing (in thousands of dollars)

Identification code 14-5140-0-2-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
00.01	Grants-in-aid	24,750	26,636	29,865
00.02	National trust for historic preservation	4,750	4,636	4,800
00.03	Bicentennial Lighthouse Fund	838	1,391	0
10.00	Total obligations	30,338	32,713	33,665
Financing:				
21.40	Unobligated balance, start of year	(244)	(405)	0
24.40	Unobligated balance, end of year	405	0	0
39.00	Budget authority	30,500	32,308	33,665
40.00	Appropriation	30,500	32,750	33,665
40.00	Reduction pursuant to P.L. 99-177	0	(442)	0
43.00	Appropriation (adjusted)	30,500	32,308	33,665
Relation of obligations to outlays:				
71.00	Obligations incurred, net	30,338	32,713	33,665
72.40	Obligated balance, start of year	17,865	19,870	21,601
74.40	Obligated balance, end of year	(19,870)	(21,601)	(22,654)
77.00	Adjustments in expired accounts	(249)	0	0
90.00	Outlays	28,084	30,982	32,612

HISTORIC PRESERVATION FUND
Object Classification (in thousands of dollars)

Identification code 14-5140-0-2-303	1989 actual	1990 estimate	1991 estimate
Personnel compensation:			
11.1 Full-time permanent	9	9	--
11.3 Other than full-time permanent	18	18	--
11.9 Total personnel compensation	27	27	--
12.1 Civilian personnel benefits	4	4	--
21.0 Travel and transportation of persons	3	5	--
25.0 Other services	31	51	--
26.0 Supplies and materials	6	10	--
41.0 Grants, subsidies, and contributions	30,267	32,616	33,665
99.9 Total obligations	30,338	32,713	33,665
Personnel Summary			
Total number of full-time permanent positions	1	1	--
Total compensable workyears:			
Full-time equivalent employment	2	2	--
Average ungraded salary 1/	$13,500	$13,865	--

1/ Changes made too late to be included in the President's Budget. Based upon receipt of more current data.

Appropriation Summary Statement

National Park Service

Appropriation: Construction

Funds budgeted under this appropriation provide for the planning, design, and construction of new visitor facilities and support systems, the reconstruction and repair of operational structures and recreational facilities, and the preservation of cultural and natural resources. Funded activities include: (1) Line Item Projects; (2) Emergency, Unscheduled and Housing Projects; and (3) Planning.

A total amount of $99,766,000 is requested, which includes $16,107,000 requested under the Departmental "America the Beautiful" account, and $83,659,000 directly in this appropriation for construction and planning.

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called "America the Beautiful." The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Under the portion for Interior, "America the Beautiful" funding for the National Park Service will be provided in 1991 for construction projects which meet the objectives of enhancing recreation and protecting critical natural resources.

If the proposed "America the Beautiful" legislation is enacted and the construction request is approved, the National Park Service would receive $45,390,000 from the "America the Beautiful" account and $54,376,000 in the National Park Service "Construction" appropriation. If the legislation is not approved, the Service request is for a total amount equivalent to a "current law" level for similar projects receiving appropriations in FY 1990. Under the current law level, the Park Service would do the $54,376,000 of repair and improvement projects and $29,283,000 of the work proposed under "America the Beautiful."

Appropriation Language

For construction, improvements, repair or replacement of physical facilities, without regard to the Act of August 24, 1912, as amended (16 U.S.C. 451), [$199,716,000,] $83,659,000, to remain available until expended: Provided, That for payment of obligations incurred for continued construction of the Cumberland Gap Tunnel, as authorized by section 160 of Public Law 93-87, [$12,000,000] $20,000,000 to be derived from the Highway Trust Fund and to remain available until expended to liquidate contract authority provided under section 104(a)(8) of Public Law 95-599, as amended [, such contract authority to remain available until expended]. (16 U.S.C. 1, 7a-7e, 461-467; Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Deletion: ", such contract authority to remain available until expended"

This language is no longer necessary because the same language provided previously has accomplished its purpose, to make the contract authority available until expended.

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Appropriation Language Citations

National Park Service

Appropriation: Construction

1. For construction, improvements, repair or replacement of physical facilities,

16 U.S.C. 1, 7a-7e and 461-467

16 U.S.C. 1, 7a-7e and 461-467: (1) creates the National Park Service to promote and regulate the use of Federal park areas; (2) provides for the Secretary of the Interior to plan, acquire, establish, construct, enlarge, improve, maintain, equip, regulate, and protect airports in, or in close proximity to national parks, monuments, and recreation areas when such airport is included in the current national airport plan of the Federal Aviation; and (3) provides for the Secretary of the Interior to acquire property and to restore, reconstruct, rehabilitate, preserve, and maintain historic and prehistoric sites, buildings, objects, and properties of national historical or archeological significance.

2. without regard to the Act of August 24, 1912, as amended (16 U.S.C. 451),

16 U.S.C. 451

16 U.S.C. 451 states that without the express authority of the Congress, no expenditure can be made for construction of an administration building or other building in any national park if the cost exceeds $3,000.

3. $_____, to remain available until expended:

No specific authority

This appropriation involves development programs which require more than a 1-year cycle from their beginning stages through the actual construction of facilities. This applies to both preauthorization planning for areas that have been proposed as additions to the National Park System, and post-authorization planning for existing areas and those newly added to the National Park System. Both of these are preceded by reconnaissance studies that vary in style and duration and can be relatively simple or extremely complex. It is in the latter situation where more than a year may be required for completion of a program.

4. Provided, That for payment of obligations incurred for continued construction of the Cumberland Gap Tunnel, as authorized by section 160 of Public Law 93-87, $_____ to be derived from the Highway Trust Fund and to remain available until expended to liquidate contract authority provided under section 104(a)(8) of Public Law 95-599, as amended.

P.L. 93-87

Section 160 of Public Law 93-87 authorizes use of parkway funds for construction of a tunnel as part of reconstruction and relocation of Route 25E through the Cumberland Gap National Historical Park.

NATIONAL PARK SERVICE
Budgetary Resources for Construction

Account: Construction (14X1039)

FY 1990 Budgetary Status

Budget authority available:		
Appropriation realized		199,716,000
Sequestration of appropriations		(2,309,000)
Sequestration of reimbursables (use appropriations)		(154,000)
Transferred		50,254,000
Prior-year unobligated balance brought forward		61,608,000
Total available for obligation		309,115,000
Less anticipated obligations (by activity):		
1. Line item construction	(205,000,000)	
2. Emergency, unscheduled and housing projects	(12,400,000)	
3. Planning	(32,900,000)	
Total anticipated obligations		(250,300,000)

FY 1991 Request

Anticipated unobligated balance brought forward		58,815,000
Plus increases proposed (by activity):		
1. Line item construction	52,456,000	
2. Emergency, unscheduled and housing projects	10,000,000	
3. Planning	21,203,000	
Total increase (appropriation) proposed		83,659,000
Total anticipated available for obligation		142,474,000

NATIONAL PARK SERVICE
Analysis of Budgetary Resources by Activity

Account: Construction (14X1039)

Activity	FY 1989 Appropriation	FY 1990 Appropriation	FY 1991 Appropriation	Incr./Decr.() 1990 to 1991
1. Line Item Construction				
Available for obligation:				
Appropriation	141,258,000	156,650,000	52,456,000	(104,194,000)
Sequestration of appropriations	0	(1,815,000)	0	1,815,000
Sequestration of reimbrsbls		(154,000)		
Transfer to other accounts.	(97,243,000)	0	0	0
Transfer frm other accounts	69,300,000	50,254,000	0	(50,254,000)
Unoblig. balance brt. frwrd	44,205,000	57,185,000	57,120,000	(65,000)
Recovery of prior yr oblig.	656,000	0	0	0
Total available	158,176,000	262,120,000	109,576,000	(152,544,000)
Less obligations	(100,991,000)	(205,000,000)	(76,900,000)	128,100,000
Unoblig. balance brt. forward	57,185,000	57,120,000	32,676,000	(24,444,000)
FTE-T	600	667	520	(147)
2. Emergency, Unscheduled and Housing Projects				
Available for obligation:				
Appropriation	2,000,000	12,500,000	10,000,000	(2,500,000)
Sequestration of appropriations	0	(145,000)	0	145,000
Unoblig. balance brt. frwrd	542,000	753,000	708,000	(45,000)
Total available	2,542,000	13,108,000	10,708,000	(2,400,000)
Less obligations	(1,789,000)	(12,400,000)	(10,600,000)	1,800,000
Unoblig. balance brt. forward	753,000	708,000	108,000	(600,000)
3. Planning				
Available for obligation:				
Appropriation	15,850,000	30,566,000	21,203,000	(9,363,000)
Sequestration of appropriations	0	(349,000)	0	349,000
Unoblig. balance brt. frwrd	4,621,000	3,670,000	987,000	(2,683,000)
Recovery of prior yr oblig.	337,000	0	0	0
Total available	20,808,000	33,887,000	22,190,000	(11,697,000)
Less obligations	(17,138,000)	(32,900,000)	(22,000,000)	10,900,000
Unoblig. balance brt. forward	3,670,000	987,000	190,000	(797,000)

(Continued)

Analysis of Budgetary Resources by Activity (Continued)

Account: Construction (14X1039)

Activity	FY 1989 Appropriation	FY 1990 Appropriation	FY 1991 Appropriation	Incr./Decr.() 1990 to 1991
Account Total				
Available for obligation:				
Appropriation	159,108,000	199,716,000	83,659,000	(116,057,000)
Sequestration of appropriations	0	2,309,000	0	2,309,000
Sequestration of reimbrsbls		(154,000)		
Transfer to other accounts	(97,243,000)	0	0	0
Transfer frm other accounts	99,300,000	50,254,000	0	(50,254,000)
Unoblig. balance brt. frwrd	49,368,000	61,308,000	58,815,000	(2,793,000)
Recovery of prior yr oblig.	993,000	0	0	0
Total available	181,526,000	309,115,000	142,474,000	(166,641,000)
Less obligations	(119,918,000)	(250,300,000)	(109,500,000)	140,800,000
Unoblig. balance brt. forward FYE-T	61,608,000 600	58,815,000 967	32,974,000 500	(25,841,000) (467)

Justification of Program and Performance for Construction

Activity: Line Item Construction Projects

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from FY 1991 Base
Current Law:						
Line Item Construction	($)	156,650	154,835	--	52,456	+52,456
Projects	(FTE)	(667)	(667)	--	(520)	(520)
Proposed Law:						Incr./Decr. Current Law
America the Beautiful	($)				[68,563]	[+16,107]
Projects	(FTE)				[(635)]	[(115)]

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Line Item Construction	156,650	-1,815	154,835

Required reductions will mean that fund availability for each of the fiscal year 1990 projects will be decreased by approximately 1.2 percent. There should still be sufficient funding available to award and construct all appropriated construction projects. However, some planned construction may have to be decreased in scope and one or more projects may require reprogramming if unfavorable bids are received.

Authorization

16 U.S.C. 1

Objectives

Provides for the construction, rehabilitation, and replacement of those facilities needed to accomplish the management objectives approved for each park.

Activity Description

The physical plant of the National Park Service includes over 16,000 permanent structures, 300 water and sewage treatment systems, nearly 8,000 miles of roadway, 1,400 bridges and over 5,000 employee housing units. The present worth of the physical facilities and roads of the National Park Service is

Activity: Line Item Construction Projects

estimated to total over $35 billion. Without the construction activity, public access, the rehabilitation of historic and archeological structures, park operational and management facilities, construction of museums and other interpretive structures, and the provision of safe and sanitary water and sewer systems would be impossible.

Additionally, work is programmed under the construction activity to protect the existing Federal investment in such facilities through reconstruction and rehabilitation projects.

The proposed 1991 construction projects represent the highest priority needs of the Service which can be accomplished at this time. Care has been taken to ensure that planning for all proposed projects is at a stage which will permit project obligation during fiscal year 1991. Construction cost estimates are based on at least advance planning, and many estimates are based on nearly completed construction drawings. Wherever cost estimates are based upon preliminary planning, a compelling need (such as potential danger to the health or safety of the visiting public, violations of pollution or drinking water quality standards) has motivated the request for construction funding. All proposed construction has been reviewed for consistency with existing planning documents and National Park Service policy.

1991 "America The Beautiful" - Legacy 99 Line Item Construction Program

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural and cultural resources, President Bush has proposed a major initiative called "America the Beautiful" in the 1991 budget. The purposes of this initiative are to benefit the environment and to enhance recreational opportunities. For the Department of the Interior's portion of this initiative, legislation will be proposed to establish a new Departmentwide "America the Beautiful" account subject to annual appropriations.

The National Park Service component of the "America the Beautiful" -Legacy 99 program consists of 8 projects at 8 park areas totalling $33,454,000. The projects requested range from historic stabilization of the west sea wall of the El Morro Fortress at San Juan National Historic Site and correcting the water flow problems currently impacting Everglades National Park to enhanced day use recreation facilities at the Platte River Campground at Sleeping Bear Dunes National Lakeshore.

If the "America the Beautiful" legislation is not enacted, the National Park Service's requested 1990 line item construction level would include $17,347,000 in construction work from the $33,454,000 "America the Beautiful" listing.

1991 Maintaining Infrastructure -"Legacy 99" Line Item Construction Program

The significant increase proposed for the fiscal year 1991 program reflects all the major objectives of the Secretary's Maintaining Infrastructure - "Legacy 99" program to improve the infrastructure and natural and cultural resources of our public lands. The line item request level represents these objectives: preservation, rehabilitation, hazardous waste and dam safety

Activity: Line Item Construction Projects

projects. The $29.3 million increase (+126%) proposed over the fiscal year 1990 request stresses the need to accomplish cost-effective rehabilitation of existing facilities, the alleviation of potential health and safety problems and the proper protection of our cultural and natural resources. The total request level is comprised of the 12 projects at 10 park areas under the Maintaining Infrastructure -"Legacy 99" initiative as well as additional projects from the "America the Beautiful" -Legacy 99 program as described in the previous section.

1991 Federal Lands Highways Program

The reauthorization of the Federal Lands Highways Program (Public Law 100-17) makes $60 million available annually to the Service through fiscal year 1991 for the repair, reconstruction, and construction of National Park Service roads and bridges. From initial authorization in 1982 through 1989, over $600 million has been made available through this program. Without the Federal Lands Highways Program, National Park Service roads and bridges would be deteriorating at an unacceptable rate.

The proposed fiscal year 1991 Federal Lands Highways Program project listing prepared jointly by the Service and the Federal Highway Administration, is attached.

26-624 O—90——44

Activity: Line Item Construction Projects

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
FY 1991 "AMERICA THE BEAUTIFUL"-LEGACY 99 CONSTRUCTION PROGRAM

($ in Thousands)

Park Area	Package Number	Project Title	1991 Request
California			
Sequoia NP	200G	Replace Giant Forest Visitor Facilities at Clover Creek	[6,641]
Florida			
Everglades NP	193	Modify Water Delivery Systems	[7,500]
Michigan			
Sleeping Bear Dunes NL	180A	Rehabilitate Utilities and Campsites (Platte River)	[3,400]
Nevada			
Lake Mead NRA	353	Replace Sewage Lagoons at Calville Bay and Las Vegas Wash	[3,199]
Oregon			
Crater Lake NP	220	Rim Development (Phase II)	[1,000]
Puerto Rico			
San Juan NHP	127	Stabilize El Morro Fortress West Wall	[8,500]
Virginia			
Appomattox Court House NHP	195	Connect Park to Municipal Sewage System	[600]
Wyoming			
Yellowstone NP	809A	Upgrade Canyon Village Wastewater Treatment System	[2,614]
		Total, America The Beautiful:	[33,454]*

*Note: $17,346,000 of this listing of projects would be accomplished under current law, if the "America the Beautiful" legislation were not enacted.

MAINTAINING INFRASTRUCTURE-"LEGACY 99" FY 1991 CONSTRUCTION PROGRAM

Park Area	Package Number	Project Title	1991 Request
Alaska			
Gates of the Arctic NP&Pre	106	Construct Employee Housing, Bettles, Coldfoot, Anaktuvuk	1,764

Activity: Line Item Construction Projects

Park Area	Package Number	Project Title	1991 Request
California			
Yosemite NP	473F	Rehabilitate Park Electrical System	3,430
Yosemite NP	504AD	Construct Employee Housing at El Portal (Phase II)	4,940
Colorado			
Mesa Verde NP	223	Complete Park Water System	4,800
Hawaii			
Kalaupapa NHP	107D	Replace Deteriorated Park Water Distribution Lines	3,510
New Jersey			
Delaware Water Gap NRA	325	Safety Modifications to Lower and Upper Blue Mountain Dams	770
New York			
Appalacian NST	110	Nuclear Lake Dam Safety and Hazardous Waste Mitigation	587
North Carolina			
Blue Ridge Parkway	504	Complete Price, Bass and Trout Dam Safety Modifications	1,900
Ohio			
Cuyahoga Valley NRA	260	Kreji Toxic Waste Site (Phase 3)	6,800
Cuyahoga Valley NRA	122	Rehabilitate Virginia Kendall Unit Utilities (Phase III)	1,508
Oklahoma			
Chickasaw NRA	206	Veteran's Lake Dam Safety Modifications	600
Virginia			
George Washington Memorial Parkway	834B	Replace Condemned Parkway Maintenance Facility (Phase II)	4,500
Various Areas	---	Projects from the FY 1991 "America The Beautiful" Program:	17,347
		Total:	$52,456

NATIONAL PARK SERVICE
FY 1991 COMPREHENSIVE CONSTRUCTION TABLE
($ in 000's)

Park Area/Package No.	NPS/ Dams Safety Rank	L O W N D	Total Estimated Const.Cost	Total $ Appropr'ted Through '90	FY 1991 Budget: Project (1) Planning Estimate	Constr. Estim.	Can More?	Est. Awd. Date	Will Compl?	Post'91 Needs	Remarks
"America the Beautiful" - Legacy '99											
Sequoia #200G	70	Y	64,645	31,504	740	6,641	Yes	09/91	No	26,500	Could phase at greater cost and delayed completion
Everglades #193	*N/A	No	41,400	0	(2) 2,600	7,500	Yes	N/A	No	33,900	See FY '91 Land Acq. and '91 Const. requests
Sleeping Bear Dunes #180	105	Y	7,377	1,977	300	3,400	No	09/91	No	2,000	
Lake Mead #353	*N/A	Y	3,199	0	200	3,199	No	06/91	Yes	0	
Crater Lake #220	131	Y	unknown	1,761	50	1,000	No	04/91	No	unknown	Project scope not determined
San Juan #127	*N/A	Y	42,823	34,323	400	8,500	No	06/91	Yes	0	
Appomattox #195	*N/A	Y	600	0	100	600	No	03/91	Yes	0	
Yellowstone #809	*N/A	Y	5,467	2,853	100	2,614	No	05/91	Yes	0	
Maintaining Infrastructure- "Legacy 99"											
Gates of the Artic #106	177	Y	1,764	0	185	1,764	No	04/91	Yes	0	
Yosemite #473	43	Y	28,361	16,461	80	3,430	Yes	09/91	No	8,470	Could phase repairs at greater total cost
Yosemite #504	171	Y	23,562	3,610	460	4,940	No	09/91	No	15,012	
Mesa Verde #223	90	Y	8,410	3,610	100	4,800	Yes	05/91	Yes	0	Could phase line replacement at greater total cost
Kalaupapa #107	214	Y	4,355	845	420	3,510	No	09/91	Yes	0	
Delaware Water Gap #325	22	Y	770	0	0	770	No	10/90	Yes	0	
Appalacian NST #110	100	Y	937	350	0	587	No	10/90	Yes	0	
Blue Ridge Parkway #504	33	Y	5,000	3,100	0	1,900	No	09/89	Yes	0	Under contract, see FY'91 Constr. Justification
Cuyahoga Valley #260	*N/A	Y	15,300	8,500	0	6,800	No	10/90	Yes	0	Ongoing Krejci Toxic Waste Cleanup
Cuyahoga Valley #122	181	Y	2,708	1,200	20	1,508	No	04/91	Yes	0	
Chickasaw #206	96	Y	1,600	1,000	0	600	No	08/89	Yes	0	Under contract, see FY'91 Constr. Justification
Geo.Washington M.Prkwy #834	41	Y	8,439	3,939	520	4,500	No	07/91	Yes	0	

*-N/A: Emergency or Special Projects which do not have a Servicewide Priority

1)- Funding shown under the Project Planning Estimate is included in the FY 1991 Planning Activity, except as noted below.
2)- This planning funding is included in the Everglades $7.5 million construction request

NPS-320

1378

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- "AMERICA THE BEAUTIFUL" -LEGACY 99

PARK: Sequoia and Kings Canyon National Parks, California

REGION: Western

PROJECT TITLE: (200G) Replace Giant Forest Visitor Facilities with New Facilities at Clover Creek, Phase VI

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAILS:

	($ Thousands)		
	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Roads and Parking		3,378	
Stone Retaining Walls		1,381	
Misc. Site Work		45	
Water System		377	
Wastewater System		245	
Heating/Energy System		517	
Electrical Systems		505	
Electricity Utility Contract		52	
Revegetation		141	
Totals:	31,504	6,641*	26,500

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:				X	
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This sixth phase represents continuation of road and utilities construction at Clover Creek required to serve proposed replacement concessioner facilities consisting of approximately 1,500 overnight capacity guest accommodations and related facilities. This phase will serve the Market, Lodge and Kaweah areas of Clover Creek.

Need/Benefit: Construction of these facilities is essential for the perpetuation of the giant sequoias and for the safety of a large percentage of the 2 million annual visitors. The new concessioner facilities, consisting of up to 1,500 pillow overnight capacity with associated restaurant and guest accommodations, require the construction of these improvements and infrastructural elements before the facilities in the Giant Forest area, constructed more than 40 years ago, can be replaced at Clover Creek.

*Estimate based on completed preliminary drawings.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- "AMERICA THE BEAUTIFUL" -LEGACY 99

PARK: Everglades National Park, Florida

REGION: Southeast

PROJECT TITLE: (193) Modified Water Delivery Systems

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL:

	($ Thousands) Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Flood Damage Mitigation			
Engineering and Design	--	1,100	--
Construction	--	2,500	17,500
Water Diversion Structures			
Engineering and Design	--	1,500	--
Construction	--	2,400	16,400
Total	--	7,500*	33,900

FY 1991 PROJECT SCHEDULE:

	QUARTER FY 1991 1st	2nd	3rd	4th	FY 1992	FY 1993	FY 1994
Flood Damage Mitigation							
Design Start:	X						
Construction Start:					X		
Construction Completion:							X
Water Diversion Structure							
Design Start:	X						
Construction Start:						X	
Construction Completion:							X

PROJECT JUSTIFICATION:

Project Description: This project involves construction of modifications to the Central and Southern Florida Project water management system and alteration of operations to provide improved water deliveries to Everglades National Park. Planned features will be implemented by the Army Corps of Engineers with the concurrence of the Department of Interior and the State of Florida. Consistent with the provisions of the 1986 Water Resources Development Act (WRDA) regarding environmental enhancement projects with

Construction Program/Everglades National Park (Continued)

national benefits, the project construction will be 100 percent federally funded. Also pursuant to WRDA, upon project completion the Federal Government will pay 75 percent of operating and maintenance costs. The flood damage mitigation portion of the project will include pump stations, canals, and levees to mitigate flood impacts, caused by the modified water deliveries, for a residential area adjacent to the expanded park boundary. Modifications of the water diversion structures portion of the project will consist of construction of water control structures, canals, and levees to enable the transfer of water from Water Conservation Area 3A into Water Conservation Area 3B, construction of water control structures to discharge water from Water Conservation Area 3B into Northeast Shark River Slough (the area to be incorporated into the park), construction of water control structures in Water Conservation Area 3A to redistribute water more naturally in the area, and removal of an existing levee and canal that runs along the park's eastern border and cuts across the center of Shark River Slough. These works will provide the ability to restore a single functioning hydrologic system in four areas that are currently hydrological separated.

Need/Benefit: National Park Service researchers have documented substantial declines in the natural resources of the park that are believed to be attributable to the impacts of current water management. The park is located at the downstream terminus of a water management system that provides flood control, and municipal, industrial, and agricultural water supply, and other functions for a 16,000 square-mile area in southeastern Florida. The operation of the project to accomplish its multiple objectives has impacted the manner in which water is supplied to the park from the project. Inasmuch as the Everglades is a water based ecosystem and virtually all water inflows to the park are provided from the Central and Southern Florida Project, the ability of the project to deliver adequate supplies of water with respect to the timing, location, and volume is critical to the restoration of the park's natural resources. This project will enable the delivery of water to the park that will more closely resemble the natural hydrologic condition in the Everglades and, therefore, will assist in enhancing the quality of the Everglades habitat within the park and the water conservation areas. Park researchers believe the project will enhance the habitat conditions for the wood stork, an endangered species. However, the Fish and Wildlife Service has expressed concerns that there may be an adverse impact on habitat for the snail kite, also an endangered species. These potential impacts are currently being evaluated.

* Estimate based on U.S. Army Corps of Engineers preliminary studies.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- "AMERICA THE BEAUTIFUL" -LEGACY 99

PARK: Sleeping Bear Dunes National Lakeshore, Michigan

REGION: Midwest

PROJECT TITLE: (180A) Rehabilitate Platte River Utilities and Campsites (Phase II)

DEVELOPMENT LIMITATION AMOUNT REMAINING: $17,449,000

PROJECT DETAILS:

	($ Thousands) Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Phase II, Construction of the Remaining Campsites, Campground Loop Roads, Parking Areas, and Utilities		900	
Entrance Station, Sewage Dump Station, Comfort Stations, and Shower Buildings		1,900	
Construction of Day Use Area With Picnic Shelter and Fish Cleaning Stations.		600	
Totals:	$1,977	$3,400*	$2,000

FY 1991 PROJECT SCHEDULE:

	QUARTER 1st	2nd	3rd	4th	FY 1992
Construction Start:				X	
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This is the second phase of a multiphased project. This phase includes rehabilitation or replacement of the remaining campsites and a portion of the roads, trails, pit toilets, utility systems, and picnic area.

Need/Benefit: This campground was constructed in about 1940 and turned over to the National Park Service by the State of Michigan for operation in the spring of 1975. With the continued popularity of this area, there is a need for resource protection and proper health and safety design features. All current facilities, including water and sewer systems and roads are very dilapidated. This is a major visitor developed use area in the Platte River District and receives over 1 million visitors annually.

* Estimate based on construction drawings underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- "AMERICA THE BEAUTIFUL" -LEGACY 99

PARK: Lake Mead National Recreation Area, Nevada

REGION: Western

PROJECT TITLE: (353) Construct New Sewage Lagoons, Calville Bay and Las Vegas Wash

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL:

	($ Thousands) Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Construct New Sewage Lagoons, Calville Bay	--	2,735	--
Expand Sewage Lagoons, Las Vegas Wash		464	
Total		3,199*	

FY 1991 PROJECT SCHEDULE:

	QUARTER 1st	2nd	3rd	4th	FY 1992
Construction Start:			X		
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: At Calville Bay, the project consists of construction of four lagoons, two with aeration equipment, to replace the existing sewage lagoons. The existing force main will be replaced by approximately 4,000 feet of new pipe along with a second lift station. A new access road to the site must also be constructed.

At Las Vegas Wash, the project consists of rehabilitation of the existing lagoon and expansion of lagoon size to three acres.

Need/Benefit: The Calville Bay sewage lagoons are in need of replacement. They have been cited for operational and maintenance deficiencies by the State of Nevada's Division of Environmental Protection. The sewage lagoons are overloaded and poorly located in close proximity to Lake Mead.

The Las Vegas Wash Sewage lagoons are also severely overloaded. Nevada's current discharge permit requires that final design be completed by the end of fiscal year 1990, with final construction by the end of fiscal year 1991.

*Estimate based on 60 percent complete preliminary design.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- "AMERICA THE BEAUTIFUL" -LEGACY 99

PARK: Crater Lake National Park, Oregon

REGION: Pacific Northwest

PROJECT TITLE: (220) Rim Development, Phase II

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL:

	($ Thousands) Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Sewer		553	
Electric Utilities		288	
Telephone Lines		159	
Totals:	1,761	$1,000*	undetermined

FY 1991 PROJECT SCHEDULE:

	QUARTER 1st	2nd	3rd	4th	FY 1992
Construction Start:			X		
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This work will include a new gravity sewer line from Rim Village following the existing roadway down to a connection to the existing sewer at the upper end of the Munson Valley Area. Also included is electrical and telephone line extensions and rehabilitation of portions of the Rim Village sewer system.

Need/Benefit: The sewer line will serve the existing facilities at Rim Village and will connect to the existing waste treatment facility at Munson Valley. This will allow the existing septic tank system at the Rim to be shut down at a future date and removed and as a result, will greatly decrease the risks of sewage contamination to the lake.

The new power line and telephone cable to the Rim will complete the undergrounding of the primary electrical system within the major park areas and will provide more reliable and more efficient service.

*Estimate based on project planning underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- "AMERICA THE BEAUTIFUL" -LEGACY 99

PARK: San Juan National Historic Site, Puerto Rico

REGION: Southeast

PROJECT TITLE: (127) Rehabilitate El Morro Fortress West Wall

DEVELOPMENT LIMITATION AMOUNT REMAINING: NA

PROJECT DETAIL:

	($ Thousands) Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Rehabilitate West Wall of El Morro Fortress	34,323	8,500*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER 1st	2nd	3rd	4th	FY 1992
Construction Start:			X		
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This project will consist of installation of sheet steel piling under the historic features of El Morro and place concrete facing along the toe of the West Wall. This work will provide for the completion of this extensive historic preservation project. The El Morro Fortress is the largest Spanish fortification in the Americas and is listed as a World Heritage Site.

Need/Benefit: The U.S. Corps of Engineers, which is responsible for all El Morro erosion protection work, has found that the foundation areas beneath the West Wall of the fortress are severely damaged and in need of stabilization. Unless necessary repairs are accomplished soon, the completed revetment and previous North Wall repairs will not be sufficient to ensure the long-term preservation of this significant historic structure.

*Estimate based on Corps of Engineers engineering studies.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- "AMERICA THE BEAUTIFUL" -LEGACY 99

PARK: Appomattox Court House National Historical Park, Virginia

REGION: Mid-Atlantic

PROJECT TITLE: (195) Connect Park to Municipal Sewer System

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL:

	($ Thousands)		
	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Five Pumping Stations		125	
Force Main Sewer lines		313	
Pavement Replacement		120	
Site Work		42	
	--	600*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:				X	
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This project includes the replacement of open sewage lagoons, currently in violation of Virginia State statutes, with an 11,000 foot force main connection to the municipal sewage system of the city of Appomattox. Sewer lines, pumping stations and repairs to roads which will be traversed by the lines will be required.

Need/Benefit: For several years, the septic tank and open sewage lagoon system at the park has not been in compliance with Virginia Department of Health codes. Three Notices of Violation have been issued in 1989. Connection to the town sewage system will correct these deficiencies. The city of Appomattox has agreed to this project.

*Estimate based on advance planning underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- "AMERICA THE BEAUTIFUL" -LEGACY 99

PARK: Yellowstone National Park, Wyoming

REGION: Rocky Mountain

PROJECT TITLE: (809A) Canyon Village Wastewater Treatment System, Phase II

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL: ($ Thousands)

	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Upgrade Canyon Village Wastewater Treatment Plant	2,853	2,614*	---

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:		X			
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This work consists of the final phase of constructing a new treatment plant, lagoons, lines, and lift stations. Officials of the State of Wyoming and the Environmental Protection Agency have mandated the upgrading of existing facilities. This phase represents the actual reconstruction of the sewage treatment plant.

Need/Benefit: The sewage facility of the Canyon is discharging partially treated effluent into the Yellowstone River. Surface water discharge systems are not practical for the current conditions at the Canyon. The EPA and the State of Wyoming have served notice that the surface water discharge permit could be revoked when it expires in November 1990 unless required improvements are made. Revocation of the permit would essentially shut down Canyon Village.

*Cost estimate based on project planning underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Gates of the Arctic National Park and Preserve, Alaska

REGION: Alaska

PROJECT TITLE: (106) Provide Employee Housing at Bettles, Coldfoot and Anaktuvuk

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL:

		($ Thousands) Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Bettles	Residence		278	
	Garage/Storage		48	
	Utilities		122	
Coldfoot	Duplex Residence		496	
	Garage/Storage		48	
	Utilities/Sitework		288	
Anaktuvuk	Residence		367	
	Utility/Storage		117	
	Totals:	--	1,764*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER 1st	2nd	3rd	4th	FY 1992
Construction Start:			X		
Construction Completion:				X	

PROJECT JUSTIFICATION:

Project Description: Construct housing for permanent and seasonal park employees stationed at three remote Alaska locations, two of which (Bettles and Anaktuvuk) are reachable only by air. No housing is available at these locations but is critical for information, safety, and park resource protection.

Need/Benefit: Coldfoot is located about 150 miles NNW of Fairbanks. It is located on the only road access to the park where hundreds of visitors obtain food, lodging and information services. The location for the proposed house is an administrative site provided by the Bureau of Land Management. Bettles, about 180 air miles from Fairbanks, is the major point for air access into the park and takeout point for recreational river traffic. It is currently the summer headquarters for the park, but lacks permanent housing and the staff is currently based in Fairbanks. The housing site is available on a lease basis from the State of Alaska. Anaktuvuk Pass, about 240 air miles from Fairbanks, is a native community heavily involved with park access for subsistence purposes.

* Estimate based on advance planning underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Yosemite National Park, California

REGION: Western

PROJECT TITLE: (473F) Rehabilitate Electrical System (Phase VI)

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAILS:

	($ Thousands) Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Valley Primary and Secondary Electrical Distribution System	_____	3,430	_____
Totals	$16,461	$3,430*	$8,470

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:				X	
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This work is the sixth phase of a multiphase rehabilitation of the electrical system for the developed areas of Yosemite Valley, including Glacier Point, Wawona Tunnel, and Cascades. Phase VI continues the construction of the Valley primary and secondary electrical distribution systems and related work.

Need/Benefit: The existing electrical distribution system for Yosemite Valley is overloaded and in need of extensive repair and/or improvements. The electrical system has grown on an "as needed" basis and, therefore, is not coordinated as to load capacity, voltage regulation, fault-clearing, and metering. Older portions of the system are in need of replacement to eliminate life-safety hazards, unreliable operation, and violations of the National Electrical Safety Code, The National Electric Code, and Occupational Safety and Health Act.

*Estimate based on completed preliminary design.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Yosemite National Park, California

REGION: Western

PROJECT TITLE: (504AD) El Portal Employee Housing (Phase II, portion)

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL:

	($ Thousands) Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Construct 22 Low-Rise, Medium-Density Housing Units		3,250	
Site Development		950	
Roads and Parking		300	
Utilities		540	
Totals:	$3,610	$4,940	$15,012

FY 1991 PROJECT SCHEDULE:

	QUARTER 1st	2nd	3rd	4th	FY 1992
Construction Start:				X	
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This project will be the second phase of accomplishing the Yosemite plan of moving employee housing out of the Valley to new housing at El Portal. The total phase II project consists of providing 34 medium density housing for 54 NPS employees, consisting of 3 buildings with 14 one-bedroom and 20 two-bedroom units. The additional water supply and storage are necessary for fire protection of the new units. This portion of phase II will construct 22 of the 34 units required. Future housing at El Portal will consist of 26 single family three bedroom residences and two 40 unit dorms.

Need/Benefit: Much of the year-round employee housing for both NPS and the concessioner is seriously deficient, dangerously unsafe, and unhealthy. These units are rated below accepted standards for housing of migrant workers as established by the State of California. Some employees are forced to live in unheated tent cabins with canvas roofs during the winter months amid heavy snowfall. Hazardous trees have forced the closure of Camp Six with its tent cabin housing following a fallen tree fatality. With this Camp Six closure, the need for adequate employee housing has become critical and is affecting staff morale and performance.

*Estimate based on 95 percent completed preliminary design.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Mesa Verde National Park, Colorado

REGION: Rocky Mountain

PROJECT TITLE: (223) Complete Park Water System

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL: ($ Thousands)

	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Continuation of Water Pipeline Replacement (Additional 14.4 Miles)	3,610	4,800*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:			X		
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This work is a continuation of a water treatment plant, laboratory and pumping station rehabilitation project started in FY 1989. Earlier phases have replaced 6 miles of line. The requested funds will replace an additional 14.4 miles of the water pipeline from the Mancos River intake and will complete this project.

Need/Benefit: The existing system serves 7,000 to 8,000 visitors on peak days, requiring 200,000 gallons of treated water. Water must be pumped 27 miles to the park. The 6-inch pipeline was built in the mid-1940's and has developed serious leaks. This final phase of the water treatment plant project currently underway will replace approximately 14.4 miles of the present deteriorated 6-inch pipeline. The earlier phases of this project provided for replacement of the treatment plant and approximately 6 miles of the pipeline. New investigations have shown that this additional deteriorated section of the pipeline must be replaced.

*Cost estimates based on project planning underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Kalaupapa National Historical Park, Hawaii

REGION: Western

PROJECT TITLE: (107D) Replace Waterlines

DEVELOPMENT LIMITATION AMOUNT REMAINING: $320,000
(Development Ceiling Increase is being Requested)

PROJECT DETAIL:

	($ Thousands)		
	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Replace Water Distribution Lines	845	3,510*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:				X	
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This project consists of rehabilitation, replacement and augmentation of the water distribution piping, service lines, fire hydrants, and plumbing within park buildings. The first phase of this project constructed a new water supply for the park.

Need/Benefit: Existing water distribution lines are as much as 90 years old, badly tuberculated, and maintenance-intensive. Delivered water often contains particulate matter stripped from pipe interiors. Water pressures and delivery rates are generally inadequate to provide fire-fighting capability. System leakage wastes well water, which is costly to produce. This project would complete the phased rehabilitation of the park's water system. The current situation not only presents a health risk, but the current lack of adequate water lines presents a fire hazard as well.

* Estimate based on advance planning underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Delaware Water Gap National Recreation Area, New Jersey

REGION: Mid-Atlantic

PROJECT TITLE: (325) Lower & Upper Blue Mountain Dams Safety Modifications

DEVELOPMENT LIMITATION AMOUNT REMAINING: $4,229,000.

PROJECT DETAIL:

	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
	($ Thousands)		
Safety Modifications at Lower and Upper Blue Mountain Dams	--	770*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:	X				
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: At the Lower Blue Mountain Dam, this work will consist of assessing embankment strength and increasing spillway capacity to probable maximum flood level based upon Bureau of Reclamation recommendations. The Upper Blue Mountain Dam will be deactivated as part of this project.

Need/Benefit: This project is ranked 22 (Lower Dam) and 25 (Upper Dam) on the Department of the Interior Dam Safety Technical Priority Ranking List. These dams are classified by the Bureau of Reclamation as being in poor condition, and if they were to fail, loss of life and damage to developments and valuable natural resources would occur.

*Based on U.S. Soil Conservation Service Estimates.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Appalachian National Scenic Trail, New York

RESPONSIBLE OFFICE: Associate Director, Operations, WASO

PROJECT TITLE: (110) Nuclear Lake Dam Safety Modification and Hazardous Waste Mitigation

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL:

	($ Thousands)		
	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Nuclear Lake Dam Safety Modification and Hazardous Waste Studies	350	587*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:	X				
Construction Completion:			X		

PROJECT JUSTIFICATION:

Project Description: This work will consist of increasing spillway capacity, providing an outlet works for lake level control during future hazardous waste investigation in Nuclear Lake, and strengthening the embankment.

Need/Benefit: This project ranks number 100 based on the Department of the Interior Dam Safety Technical Priority Ranking List. This dam is officially classified by the Bureau of Reclamation as being in poor condition and, if it were to fail, lives would be at risk. Also, if the lake contains significant levels of hazardous waste, contamination of downstream areas would occur.

*Based on detailed estimate by Soil Conservation Service.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Blue Ridge Parkway, North Carolina

REGION: Southeast

PROJECT TITLE: (504) Price, Bass and Trout Lake Dams, Safety Modifications

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL: ($ Thousands)

	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Price Lake Dam Repairs	3,100	396	
Bass Lake Dam Repairs		282	
Trout Lake Dam Repairs		1,222	
Totals:	3,100	1,900*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:	N/A				
Construction Completion:	See Explanation Below				

PROJECT JUSTIFICATION:

Project Description: This work consists of replacing defective embankments, using roller compacted concrete for flood overtopping protection and raising or strengthening other features of the dams. Phase I rehabilitation work was funded in 1989.

Need/Benefit: These dams are ranked 33, 48, and 65, respectively, based upon the Department of the Interior Safety Technical Priority Ranking List. Since 1978, the Bureau of Reclamation has classified these dams as being in poor condition and, if they were to fail, loss of life, property damage, and natural resource damage would occur.

The Bureau of Reclamation estimated that a cost savings of $800,000 could be achieved if all three dams could be repaired under the same contract. In order to achieve this cost savings and to allow dam repairs to be completed at an early date, the Bureau of Reclamation agreed to provide engineering and contract administration services on a reimbursable basis, with reimbursement to occur when funds were available. Repairs to the dams are scheduled to be completed in FY 1990. Funding is being sought in FY 1991 to reimburse the Bureau of Reclamation for the remaining costs of its support services.

*Based on construction underway by the Bureau of Reclamation

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Cuyahoga Valley National Recreation Area, Ohio

REGION: Midwest

PROJECT TITLE: (260) Krejci Toxic Waste Site

DEVELOPMENT LIMITATION AMOUNT REMAINING: $0 Remaining
(Request for Development Ceiling Increase will be Submitted.)

PROJECT DETAILS:

($ Thousands)

	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
FY 1989 (Containment)	4,500		
FY 1990 (Partial removal)	4,000		
FY 1991 Waste Removal		$1,000	
Capping and Fill		4,100	
Scrap Removal		1,260	
Site Restoration		440	
Totals:	8,500	6,800*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:	X				
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: The $6.8 million would be used in FY 1991 to continue and complete hazardous material and scrap removal, capping of the landfill and restoration of the site to its natural appearance. Funds received in FY 1989 and in FY 1990 are being used to continue the cleanup of the site.

Need/Benefit: The National Park Service took control of this 40-acre dump site on October 1, 1985, after a court-ordered 5-year special use permit that resulted from condemnation action. The site was purchased by the Service to cease its continued adverse commercial operation and to restore the site. In October 1986, an Environmental Protection Agency review found several hundred deteriorated and leaking drums, lab packs, bulk sludge containers and a settling lagoon containing tar-like waste were observed. Soil samples revealed polychlorinated biphenyls (PCB), heavy metals, phenol, 1.1-oxybis-benzene and 1.1-biphenyl contamination. The park received a violation notice on February 6, 1987, from the EPA. The FY 1991 phase should complete this project.

*Estimate provided by the EPA.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Cuyahoga Valley National Recreation Area, Ohio

REGION: Midwest

PROJECT TITLE: (122) Rehabilitate Kendall Unit Utilities

DEVELOPMENT LIMITATION AMOUNT REMAINING: $0 Remaining
(Request for Development Ceiling Increase will be Submitted.)

PROJECT DETAIL:

($ Thousands)

	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Replacement of Virginia Kendall Unit Utilities	1,200	1,508	--
Totals:	1,200	1,508*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:			X		
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This project consists of replacement of the local sewage collection system and main collection line. The main sewage collection line will be connected to the Summit County central sewage treatment plant. Three lift stations and 5.8 miles of gravity sewer and force main lines are required. Phase I of this project rehabilitated the electrical and water utility systems.

Need/Benefit: Existing Virginia Kendall Unit comfort stations are connected to a series of old, occasionally overflowing septic tanks. The present system is over 50 years old, has numerous leaks and does not meet State of Ohio or national wastewater discharge requirements and must be rehabilitated to prevent a potential health and resource management threat. It has been determined that connection to the local county sewage treatment system would be much more economical than the construction of a separate sewage treatment facility for this unit.

*Estimate based on preliminary planning currently underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: Chickasaw National Recreation Area, Oklahoma

REGION: Southwest

PROJECT TITLE: (206) Veteran's Lake Dam Safety Repair

DEVELOPMENT LIMITATION AMOUNT REMAINING: $1,190,000.

PROJECT DETAIL:

	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
	($ Thousands)		
Veteran's Lake Dam Safety Repairs	1,000	600*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:	N/A				
Construction Completion:	See Explanation Below				

PROJECT JUSTIFICATION:

Project Description: This work consists of replacing the severely eroded emergency spillway, repairing outlet structures and leveling of the top of the dam. Phase I dam repair work was funded in 1989.

Need/Benefit: This project is ranked 96 on the Department of the Interior Dam Safety Technical Priority Ranking List. This dam is classified by the Bureau of Reclamation as being in poor condition, and if it were to fail, loss of life and damage to developments and valuable natural resources would occur.

In order to allow dam repairs to be completed at an earlier date, the Bureau of Reclamation agreed to provide engineering and contract administration services on a reimbursable basis, with reimbursement to occur when funds were available. Repairs to the dam are scheduled to be completed in FY 1990. Funding is being sought in FY 1991 to reimburse the Bureau of Reclamation for the remaining costs of its support services.

*Based on actual construction underway.

NATIONAL PARK SERVICE

FISCAL YEAR 1991 CONSTRUCTION PROGRAM- MAINTAINING INFRASTRUCTURE-"LEGACY 99"

PARK: George Washington Memorial Parkway, Virginia

REGION: National Capital

PROJECT TITLE: (834B) Replace Parkway Maintenance Facility, Phase III

DEVELOPMENT LIMITATION AMOUNT REMAINING: N/A

PROJECT DETAIL: ($ Thousands)

	Total BA Through FY 1990	FY 1991 Requests	Future Estimate
Construct Airport Maintenance Buildings, Phase III	3,939	4,500*	--

FY 1991 PROJECT SCHEDULE:

	QUARTER				
	1st	2nd	3rd	4th	FY 1992
Construction Start:			X		
Construction Completion:					X

PROJECT JUSTIFICATION:

Project Description: This work consists of replacing condemned maintenance facilities at the Parkway airport maintenance facility. Earlier phases of this project constructed a total of 11,200 square feet of office space, 15,400 square feet of heated shop and storage space as well as utilities and parking areas. Phase III will consist of 36,000 additional square feet of open and enclosed space for storage (including storage space for the President's Park) and additional maintenance repair shops.

Need/Benefit: George Washington Memorial Parkway, which handles 20 percent of all traffic in the National Park System, provides metropolitan accessibility to not only the general public but also to users of National Airport and the Pentagon. The majority of staff and equipment were located in the warehouse near the airport but inspections in 1984 revealed structural deficiencies so severe that the Arlington County Fire Department refused to enter in the event of fire and the Service closed the facility. Equipment storage and repair and other staff have been relocated in borrowed facilities in other parks in the National Capital Region and remote parkway yards. Maintenance personnel have had to service equipment in the open air in all weather conditions and valuable equipment is not properly protected. Phase III will complete the replacement facilities and provide safe and sanitary facilities for this heavily used portion of the Parkway.

* Estimate based on advanced planning underway.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
TENTATIVE FY 1991 FEDERAL LANDS HIGHWAYS PROGRAM

($ in Thousands)

Park Area	Package Number	Project Title	FY 1991 Request
Big Bend NP	223	Continued Reconstruction of Park Roads	2,400
Cape Cod NS	210	Rehabilitate Race Point Road	1,110
Chiricahua NM	900	Rehabilitate Parking Area	125
Gateway NRA	185	Rehabilitate Park Roads (Portion)	1,650
Geo Wash Mem Pkwy	009	Traffic Safety Improvements	820
Geo Wash Mem Pkwy	461	Rehabilitate Parkway (Portion)	3,500
Glacier NP	303	Rehabilitate Going-to-the-Sun Highway (Phase 2)	4,000
Grand Canyon NP	110	Rehabilitate South Rim Roads (Phase 2)	3,000
Mt Rainier NP	375	Laughing Water Creek Bridge	3,100
Natchez Tr. Pkwy	300	Construct Additional Parkway	5,500
Natchez Tr. Pkwy	250	Resurface Parkway (Portion)	4,400
National Capital Parks-Central	447	Repair 17th Street (Portion)	880
Ozark NSR	345	Rehabilitate Park Roads (Portion)	550
Pacific Northwest Regionwide	900	Rehabilitate Various Park Roads	600
Richmond NBP	147	Rehabilitate Tour Roads	1,100
St Croix NSR	162	Rehabilitate Park Roads	660
San Antonio Ms NHP	185	Rehabilitate Park Roads (Phase 2)	300
Sequoia NP	840	Rehabilitate Generals' Hwy (Phase 1)	3,300
Shenandoah NP	125	Rehabilitate Skyline Drive (Portion)	3,300
Wilson's Creek NB	900	Rehabilitate Entrance Road	100

TENTATIVE FY 1991 FEDERAL LANDS HIGHWAYS PROGRAM (Continued)

Park Area	Package Number	Project Title	FY 1991 Request
Wupatki NM	103	Rehabilitate Main Loop Road	560
Yellowstone NP	785	Rehabilitate Park Roads (Phase 2)	4,000
Yosemite NP	843	Rehabilitate Glacier Point Road (Portion)	2,000
		Subtotal, Net Construction + Supervision:	46,955
		Other Components:	
		FHWA Administration	1,050
		NPS Administration, Studies, Signs	1,750
		Advance & Project Planning	10,245
		TOTAL PROGRAM	60,000

Justification of Program and Performance for Construction

Activity: Emergency, Unscheduled and Housing Projects

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted to Date	FY 1990 Adjusted Approp.	FY 1991 Estimate	Inc. (+) Dec. (-) from FY 1990
Emergency and Unscheduled	($)	4,500	4,448	2,000	-2,500
Housing Rehabilitation	($)	8,000	7,907	8,000	(--)
Total Requirements	($)	12,500	12,355	10,000	-2,500
	(FTE)	(--)		(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Emergency, Unscheduled and Housing Projects	12,500	-145	12,355

Reductions required by P.L. 99-177 will decrease the funding available for both emergency and housing rehabilitation projects. It is likely that one or more emergency and housing rehabilitation projects will have to be reduced in scope or deferred.

Authorization

16 U.S.C. 1

Objectives

Perform minor unscheduled and emergency construction projects to protect and preserve park resources, provide for safe and uninterrupted visitor use of facilities, accommodate unanticipated concessioner facility related needs, provide necessary infrastructure for approved concessioner expansion projects, and ensure continuity of support and service operations. For FY 1991, the program will again include funding for the repair of some of the serious deficiencies in current park employee housing.

Activity Description

Each year, throughout the National Park System, unanticipated minor construction needs arise. Heating and cooling systems fail, storms cause damage, historic and other buildings, including staff housing units, need emergency repairs. Funding requested under this program is used to meet such needs as well as unanticipated concessioner related requirements, such as providing necessary utilities and roads for approved concessioner expansion

Activity: Emergency, Unscheduled, and Housing Projects

projects. A detailed list of projects is given to Congress each year to describe how funds were used. Lump sum funding is the most effective method of correcting these conditions because such minor unscheduled construction needs can be met quickly without being subject to a lengthy review and programming process.

FY 1991 Program

The FY 1991 request is included as a component of the Secretary's "Legacy 99" program since the objectives served by this account comprise facility repair and rehabilitation and the amelioration of health and safety deficiencies. The request includes $2 million for traditional unscheduled emergency needs and $8 million for the NPS Employee Housing Initiative to continue to address the rehabilitation of existing housing units begun in 1989 and continued in 1990.

Given the backlog of housing repair needs Servicewide and the considerable effectiveness of this program in fiscal years 1989 and 1990, funding of $8 million for employee housing rehabilitation projects is again requested in 1991. This housing repair work program, primarily based at the park level, generally does not require the extensive planning or formal contract bidding procedures characteristic of line item construction. When this request is coupled with the $4.9 million request for Yosemite housing at El Portal and $1.8 million for Gates of Arctic housing construction, the Service's total FY 1991 request for the Employee Housing Initiative totals $14.7 million.

Justification of Program and Performance

Activity: Planning

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Estimate	Dec. (-) Inc. (+) from FY 1990
Advance Planning	($)	5,316	5,256	4,706	-610
	(FTE)	(--)	(--)	(--)	(--)
Project Planning	($)	25,250	24,961	16,497	-8,753
	(FTE)	(--)	(--)	(--)	(--)
Total Requirements	($)	30,566	30,217	21,203	-9,363
	(FTE)	(--)	(--)	(--)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted to Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Planning	30,566	-349	30,217

Required reductions will mean that fewer future year construction related projects will be started. Fewer development concept plans and special studies of particular problem areas will be started in FY 1991.

Authorization

16 U.S.C. 1

Objectives

To acquire archeological, historical, environmental, and engineering design information and prepare comprehensive design, working drawings, and specification documents needed to construct or rehabilitate facilities in National Park areas.

Activity Description

Construction projects require the accomplishment of three sequentially dependent phases: advance planning, project planning, and actual construction. This sequence spans a 3 to 5 year (or more) time period. The first phase, advance planning, includes special technical investigations, surveys, and comprehensive design. Also, utility contracts are negotiated; soils are tested; archeological research is carried out; and preliminary design plans are prepared. These advance planning activities: (1) permit orderly scheduling of work; (2) provide data for management decisions on design alternatives; and (3) ensure early consideration of environmental review and compliance requirements. Without this planning information, project planning and construction of facilities would be virtually impossible.

Activity: Advance and Project Planning

Project planning is the second phase of the three-phase construction process. The work performed under this program includes preparation of architectural, landscape, engineering drawings and specifications. Project planning provides final estimates, construction drawings and contract bidding documents for all NPS construction projects.

The Service attempts to schedule project planning at least 1 year before the construction project is scheduled. In the case of very large or complex construction projects, every attempt is made to schedule project planning 2 years in advance of proposed construction funding.

Fiscal Year 1991 Program

In recent years, as the Service requested significantly smaller annual construction levels than the historical average for this appropriation, the proportion of the planning activity devoted to completing the planning requirements of unanticipated add-on construction projects has increased greatly while the level of planning devoted to completing identified Service planning needs has fallen. This has inevitably led to an increase in the backlog of repair, resource preservation and recreational opportunity enhancement projects in need of planning and construction. The significant FY 1991 increase over the fiscal year 1990 planning request level of $10.9 million is intended to address this unmet need.

The Planning program request supports both the Maintaining Infrastructure - "Legacy 99" and the "America the Beautiful"- Legacy 99 line item construction requests, with $11.9 million of the total request associated with projects of the "America the Beautiful" program. Project planning funds are largely related to accomplishment of the $68.6 million FY 1991 line item construction request for both programs and for prerequisite planning for high priority FY 1992 projects. Most of the advance planning request is directed to the completion of surveys and preliminary drawings for tentative FY 1992 and FY 1993 construction projects. A prime example of the type of problem which the Service must address is the need to accomplish detailed evaluation and preliminary planning for the restoration of the Lincoln and Jefferson Memorials. The cost estimate for preliminary investigative planning alone exceeds $1 million. Advance planning also covers funding for special studies and Development Concept Plans associated with future year projects. These problem identification and initial preliminary planning studies are an indispensable part of the planning and construction cycle since they form the basis for all future construction related activities.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
CONSTRUCTION

Program and Financing (in thousands of dollars)

Identification code 14-1039-0-1-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
	Direct program:			
00.01	Construction	100,991	205,000	76,900
00.02	Emergency, unscheduled and housing projects	1,789	12,400	10,600
00.03	Planning	17,138	32,900	22,000
00.91	Total direct program	119,918	250,300	109,500
01.01	Reimbursable program	30,142	27,000	27,000
10.00	Total obligations	150,060	277,300	136,500
Financing:				
	Offsetting collections from:			
11.00	Federal funds	(19,142)	(16,000)	(16,000)
14.00	Non-Federal sources	(11,000)	(11,000)	(11,000)
17.00	Recovery of prior year obligations	(993)	0	0
21.40	Unobligated balance available, start of year	(49,368)	(61,608)	(58,815)
22.40	Unobligated balance transferred, net	28,000	0	0
24.40	Unobligated balance available, end of year	61,608	58,815	32,974
27.00	Reduction pursuant to P. L. 99-177 in resources derived from offsetting collections	0	154	0
39.00	Budget authority	159,165	247,661	83,659

CONSTRUCTION

Program and Financing (in thousands of dollars) (continued)

Identification code 14-1039-0-1-303	1989 actual	1990 estimate	1991 estimate
Budget authority:			
40.00 Appropriation	159,108	199,716	83,659
40.00 Reduction pursuant to P. L. 99-177	0	(2,309)	0
41.00 Transferred to other accounts	(69,243)	0	0
42.00 Transferred from other accounts	69,300	50,254	0
43.00 Appropriation (adjusted)	159,165	247,661	83,659
Relation of obligations to outlays:			
71.00 Obligations incurred, net	119,918	250,300	109,500
72.40 Obligated balance, start of year	53,830	74,845	222,326
74.40 Obligated balance, end of year	(74,845)	(222,326)	(195,422)
78.00 Adjustments in unexpired accounts	(993)	0	0
90.00 Outlays	97,909	102,819	136,404

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS (in thousands of dollars)

	1989 actual	1990 estimate	1991 estimate
Enacted/requested:			
Budget authority	159,165	247,661	83,659
Outlays	97,909	102,819	136,404
Proposed for later transmittal under proposed legislation:			
Budget authority	0	0	(29,283)
Outlays	0	0	(4,392)
Total:			
Budget authority	159,165	247,661	54,376
Outlays	97,909	102,819	132,012

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CONSTRUCTION

Status of Direct Loans (in thousands of dollars)

Identification code 14-1039-0-1-303	1989 actual	1990 estimate	1990 estimate
Cumulative balance of direct loans outstanding:			
1210 Outstanding, start of year	8,353	8,353	0
1251 Repayments and prepayments	0	(8,353)	0
1290 Outstanding, end of year	8,353	0	0

Object Classification (in thousands of dollars)

Identification code 14-1039-0-1-303	1989 actual	1990 estimate	1991 estimate
NATIONAL PARK SERVICE			
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent	14,193	16,255	12,939
11.3 Other than full-time permanent	3,744	4,299	3,431
11.5 Other personnel compensation	384	390	390
11.8 Special personal services payments	43	43	43
11.9 Total personnel compensation	18,364	20,987	16,803
12.1 Civilian personnel benefits	2,872	3,282	2,679
21.0 Travel and transportation of persons	3,176	3,672	2,983
22.0 Transportation of things	379	436	356
23.3 Communications, utilities, and miscellaneous charges	60	69	56
24.0 Printing and reproduction	336	388	315
25.0 Other services	70,399	148,927	53,886
26.0 Supplies and materials	3,427	3,962	3,219
31.0 Equipment	1,337	1,546	1,256
32.0 Land and structures	5,401	11,426	4,134

CONSTRUCTION

Object Classification (in thousands of dollars) (continued)

Identification code 14-1039-0-1-303		1989 actual	1990 estimate	1991 estimate
42.0	Insurance claims and indemnities.....	3	3	3
99.0	Subtotal, direct obligations, National Park Service.....	105,754	194,700	85,690
	Reimbursable obligations:			
	Personnel compensation:			
11.1	Full-time permanent.....	6,664	5,428	5,495
11.3	Other than full-time permanent.....	2,662	2,052	2,080
11.5	Other personnel compensation.....	1,015	900	900
11.9	Total personnel compensation.....	10,341	8,380	8,475
12.1	Civilian personnel benefits.....	1,612	1,137	1,179
21.0	Travel and transportation of persons...	851	688	717
22.0	Transportation of things.....	637	515	537
23.3	Communications, utilities, and miscellaneous charges.....	3,082	2,493	2,598
24.0	Printing and reproduction.....	50	40	42
25.0	Other services.....	9,720	10,634	10,209
26.0	Supplies and materials.....	3,358	2,716	2,830
31.0	Equipment.....	422	341	355
32.0	Land and structures.....	67	54	56
42.0	Insurance claims and indemnities.....	2	2	2
99.0	Subtotal, reimbursable obligations, National Park Service.....	30,142	27,000	27,000

CONSTRUCTION

Object Classification (in thousands of dollars) (continued)

Identification code 14-1039-0-1-303		1989 actual	1990 estimate	1991 estimate
ALLOCATION ACCOUNTS				
	Personnel compensation:			
11.1	Full-time permanent	601	670	1,116
11.3	Other than full-time permanent	50	90	105
11.5	Other personnel compensation	20	33	39
11.9	Total personnel compensation	671	793	1,260
12.1	Civilian personnel benefits	120	150	213
21.0	Travel and transportation of persons	83	101	150
22.0	Transportation of things	21	33	37
23.1	Rental payments to GSA	120	2	132
23.3	Communications, utilities, and miscellaneous charges	20	19	32
24.0	Printing and reproduction	21	33	37
25.0	Other services	977	1,395	828
26.0	Supplies and materials	45	70	81
31.0	Equipment	28	14	20
32.0	Land and structures	12,058	52,990	21,020
99.0	Subtotal, obligations, allocation accounts	14,164	55,600	23,810
99.9	Total obligations	150,060	277,300	136,500
Obligations are distributed as follows:				
National Park Service		135,896	221,700	112,690
Department of Defense-Civil Corps of Engineers		2,089	25	8,250
Department of Transportation--Federal Highway Administration		12,075	55,575	15,560

CONSTRUCTION

Personnel Summary

Identification code 14-1039-0-1-303	1989 actual	1990 estimate	1991 estimate
NATIONAL PARK SERVICE			
Direct:			
Total number of full-time permanent positions.	480	534	416
Total compensable workyears: Full-time equivalent employment	600	667	520
Full-time equivalent of overtime and holiday hours*	7	7	7
Average GS grade	9.40	9.40	9.40
Average GS salary	$29,569	$30,440	$31,903
Average salary of ungraded positions	$27,726	$28,691	$29,663
Reimbursable:			
Total number of full-time permanent positions.	162	128	128
Total compensable workyears: Full-time equivalent employment	225	175	175
Full-time equivalent of overtime and holiday hours	21	21	21
Average GS grade	13.00	13.00	13.00
Average GS salary	$41,136	$42,406	$42,930
Average salary of ungraded positions	$27,726	$28,475	$28,724
ALLOCATION ACCOUNTS			
Total number of full-time permanent positions.	16	22	34
Total compensable workyears: Full-time equivalent employment	20	27	40
Full-time equivalent of overtime and holiday hours	2	1	1
Average GS grade	9.87	9.09	9.85
Average GS salary	$31,772	$30,419	$33,700

CONSTRUCTION

(Proposed for later transmittal, proposed legislation)

Program and Financing (in thousands of dollars)

Identification code 14-1039-5-1-303	1989 actual	1990 estimate	1991 estimate
Program by activities:			
00.01 Construction	0	0	(24,583)
00.03 Planning	0	0	(4,700)
10.00 Total obligations	0	0	(29,283)
Financing:			
40.01 Budget authority (appropriation)	0	0	(29,283)
Relation of obligations to outlays:			
71.00 Obligations incurred, net	0	0	(29,283)
74.40 Obligated balance, end of year	0	0	24,891
90.00 Outlays	0	0	(4,392)

This schedule shows the effect of implementing legislation, proposed for later transmittal, to authorize the President's "America the Beautiful" initiative. Under this initiative, spending for Federal land acquisition and certain natural resource protection and recreation enhancement programs will be increased, and funded in a consolidated "America the Beautiful" account.

Object Classification (in thousands of dollars)

Identification code 14-1039-0-1-303	1989 actual	1990 estimate	1991 estimate
NATIONAL PARK SERVICE			
Personnel compensation:			
11.1 Full-time permanent	0	0	(2,935)
11.3 Other than full-time permanent	0	0	(759)
11.5 Other personnel compensation	0	0	(20)
11.9 Total personnel compensation	0	0	(3,714)
12.1 Civilian personnel benefits	0	0	(606)
21.0 Travel and transportation of persons	0	0	(660)

CONSTRUCTION

Object Classification (in thousands of dollars) (continued)

Identification code 14-1039-0-1-303		1989 actual	1990 estimate	1991 estimate
22.0	Transportation of things	0	0	(79)
23.3	Communications, utilities, and miscellaneous charges	0	0	(12)
24.0	Printing and reproduction	0	0	(70)
25.0	Other services	0	0	(13,839)
26.0	Supplies and materials	0	0	(712)
31.0	Equipment	0	0	(278)
32.0	Land and structures	0	0	(1,062)
42.0	Insurance claims and indemnities	0	0	(1)
99.0	Subtotal, obligations, National Park Service	0	0	(21,033)
ALLOCATION TO CORPS OF ENGINEERS				
	Personnel compensation:			
11.1	Full-time permanent	0	0	(343)
11.9	Total personnel compensation	0	0	(343)
12.1	Civilian personnel benefits	0	0	(39)
21.0	Travel and transportation of persons	0	0	(50)
23.1	Rental payments to GSA	0	0	(132)
23.3	Communications, utilities, and miscellaneous charges	0	0	(10)
25.0	Other services	0	0	(418)
26.0	Supplies and materials	0	0	(3)
31.0	Equipment	0	0	(5)
32.0	Land and structures	0	0	(7,250)
99.0	Subtotal, obligations, allocation to Corps of Engineers	0	0	(8,250)
99.9	Total obligations	0	0	(29,283)

CONSTRUCTION

Personnel Summary

Identification code 14-1039-0-1-303	1989 actual	1990 estimate	1991 estimate
NATIONAL PARK SERVICE			
Total number of full-time permanent positions.	0	0	(192)
Total compensable workyears:			
Full-time equivalent employment.....	0	0	(240)
Full-time equivalent of overtime and holiday hours.....	0	0	(2)
ALLOCATION TO CORPS OF ENGINEERS			
Total number of full-time permanent positions.	0	0	(8)
Total compensable workyears:			
Full-time equivalent employment.....	0	0	(8)

Appropriation Summary Statement

National Park Service

Appropriation: Construction (Trust Fund)

Public Law 93-87, sec. 160 authorized the relocation of U.S. Route 25E from its existing location through the Cumberland Gap National Historical Park to another alignment involving a 4,100-foot tunnel.

The appropriation act for fiscal year 1987, Public Law 99-591, made $2,500,000 available until expended to liquidate contract authority provided under section 104(a)(8) of the Highway Trust Fund Act, Public Law 95-599, as amended. These funds are being used to plan roadway realignments and bridge improvements on the George Washington Memorial Parkway.

NATIONAL PARK SERVICE
Budgetary Resources for Construction

Account: Construction (Trust Fund) (14X8215)

FY 1990 Budgetary Status

Obligation authority available:		
Appropriation realized		12,000,000
Prior-year unobligated balance brought forward		87,839,000
Total available for obligation		99,839,000
Less anticipated obligations (by activity):		
1. Cumberland Gap Tunnel	(88,800,000)	
2. George Washington Memorial Parkway	(1,392,000)	
Total anticipated obligations		(90,192,000)

FY 1991 Request

Anticipated unobligated balance brought forward	9,647,000
Plus increases (appropriation) proposed	20,000,000
Total anticipated available for obligation	29,647,000

NATIONAL PARK SERVICE
Analysis of Budgetary Resources by Activity

Account: Construction (Trust Fund) (14X8215)

Activity	FY 1989 Appropriation	FY 1990 Appropriation	FY 1991 Appropriation	Incr./Decr.(-) 1990 to 1991
1. Cumberland Gap Tunnel				
Available for obligation:				
Appropriation	47,000,000	12,000,000	20,000,000	8,000,000
Unoblig. balance brt. frwrd	44,015,000	86,047,000	9,247,000	(76,800,000)
Recovery of prior yr oblig.	5,000	0	0	0
Total available	91,020,000	98,047,000	29,247,000	(68,800,000)
Less obligations	(4,973,000)	(88,800,000)	(26,000,000)	62,800,000
Unoblig. balance brt. forward	86,047,000	9,247,000	3,247,000	(6,000,000)
FTE-T	5	2	2	0
2. George Washington Memorial Parkway				
Available for obligation:				
Appropriation	0	0	0	0
Unoblig. balance brt. frwrd	2,150,000	1,792,000	400,000	(1,392,000)
Total available	2,150,000	1,792,000	400,000	(1,392,000)
Less obligations	(358,000)	(1,392,000)	(400,000)	992,000
Unoblig. balance brt. forward	1,792,000	400,000	0	(400,000)
FTE-T	0	0	0	0
Account Total				
Available for obligation:				
Appropriation	47,000,000	12,000,000	20,000,000	8,000,000
Unoblig. balance brt. frwrd	46,165,000	87,839,000	9,647,000	(78,192,000)
Recovery of prior yr oblig.	5,000	0	0	0
Total available	93,170,000	99,839,000	29,647,000	(70,192,000)
Less obligations	(5,331,000)	(90,192,000)	(26,400,000)	63,792,000
Unoblig. balance brt. forward	87,839,000	9,647,000	3,247,000	(6,400,000)
FTE-T	5	2	2	0

Justification of Program and Performance

Activity: Cumberland Gap Tunnel

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted	FY 1991 Requested	Inc. (+) Dec. (-) from FY 1990
Cumberland Gap Tunnel	($)	[12,000]	[20,000]	[+8,000]
	(FTE)	(2)	(2)	(2)

Authorization

Public Law 93-87

Activity Description

The Federal Highway Act of 1973 authorized the relocation of U.S. 25E from its present location through the Cumberland Gap to another alignment which involves a tunnel and new approaches. Section 160 authorizes the use of parkway funds for the project. Budgetary responsibility of the project was assumed by the Service in June of 1977, and funding has been requested from the Highway Trust Fund under authority of section 104 (a) (8) of Public Law 95-599, the Federal Highway Act of 1976. The relocation of the U.S. 25E highway beneath Cumberland Mountain will eliminate hazardous road conditions, complete the Appalachian Regional Commission transportation Corridor F, and planned site restoration will return the Cumberland Gap National Historical Park closer to its 18th century appearance.

1991 Program

Funding requested for FY 1991 represents the Federal Highway Administration's current estimate of providing ventilation, mechanical and electrical systems for the 4,100 foot twin-bore tunnel.

Through fiscal year 1990, $157,857,000 has been made available from the Highway Trust Fund towards completion of this project and improvements to the George Washington Memorial Parkway. The remaining contract authority after the 1990 appropriation stands at $22,143,000. The current estimate for post-1990 requirements to complete the tunnel project is estimated to total an additional $86 million.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
CONSTRUCTION (TRUST FUND)

Program and Financing (in thousands of dollars)

Identification code 14-8215-0-7-401		1989 actual	1990 estimate	1991 estimate
Program by activities:				
00.01	Cumberland Gap tunnel	4,973	88,800	26,000
00.02	George Washington Memorial Parkway	358	1,392	400
10.00	Total obligations	5,331	90,192	26,400
Financing:				
17.00	Recovery of prior year obligations	(5)	0	0
	Unobligated balance available, start of year:			
21.40	Appropriation	(46,165)	(87,839)	(9,647)
21.49	Contract authority	(81,143)	(34,143)	(22,143)
	Unobligated balance available, end of year:			
24.40	Appropriation	87,839	9,647	3,247
24.49	Contract authority	34,143	22,143	2,143
39.00	Budget authority	0	0	0
Budget authority:				
40.00	Appropriation	47,000	12,000	20,000
40.49	Portion applied to liquidate contract authority	(47,000)	(12,000)	(20,000)
43.00	Appropriation (adjusted)	0	0	0
Relation of obligations to outlays:				
71.00	Obligations incurred, net	5,331	90,192	26,400
72.40	Obligated balance, start of year	15,970	8,375	63,240
74.40	Obligated balance, end of year	(8,375)	(63,240)	(50,288)
78.00	Adjustments in unexpired accounts	(5)	0	0
90.00	Outlays	12,922	35,327	39,352

Appropriation language providing funds for this account is in "Construction".

CONSTRUCTION (TRUST FUND)

Status of Unfunded Contract Authority (in thousands of dollars)

Identification code 14-8215-0-7-401	1989 actual	1990 estimate	1991 estimate
Unfunded balance, start of year	81,143	34,143	22,143
Appropriation to liquidate contract authority	(47,000)	(12,000)	(20,000)
Unfunded balance, end of year	34,143	22,143	2,143

Object Classification (in thousands of dollars)

Identification code 14-8215-0-7-401		1989 actual	1990 estimate	1991 estimate
NATIONAL PARK SERVICE				
	Personnel compensation:			
11.1	Full-time permanent	117	80	82
11.3	Other than full-time permanent	15	15	15
11.5	Other personnel compensation	3	3	3
11.9	Total personnel compensation	135	98	100
12.1	Civilian personnel benefits	22	16	16
21.0	Travel and transportation of persons	36	15	16
22.0	Transportation of things	9	4	4
23.3	Communications, utilities, and miscellaneous charges	14	6	6
25.0	Other services	63	548	2,958
26.0	Supplies and materials	10	4	0
31.0	Equipment	3	1	0
32.0	Land and structures	82	0	0
99.0	Subtotal, obligations, National Park Service	374	692	3,100

CONSTRUCTION (TRUST FUND)

Object Classification (in thousands of dollars) (continued)

Identification code 14-8215-0-7-401		1989 actual	1990 estimate	1991 estimate
ALLOCATION TO FEDERAL HIGHWAY ADMINISTRATION				
	Personnel compensation:			
11.1	Full-time permanent	69	250	255
11.3	Other than full-time permanent	7	30	30
11.5	Other personnel compensation	3	11	11
11.9	Total personnel compensation	79	291	296
12.1	Civilian personnel benefits	15	55	56
21.0	Travel and transportation of persons	4	25	25
22.0	Transportation of things	3	12	12
24.0	Printing and reproduction	3	12	12
25.0	Other services	1,018	60	4,060
26.0	Supplies and materials	7	25	25
31.0	Equipment	1	5	5
32.0	Land and structures	3,827	89,015	18,809
99.0	Subtotal, obligations, allocation to Federal Highway Administration	4,957	89,500	23,300
99.9	Total obligations	5,331	90,192	26,400

CONSTRUCTION (TRUST FUND)

Personnel Summary

Identification code 14-8215-0-7-401	1989 actual	1990 estimate	1991 estimate
NATIONAL PARK SERVICE			
Total number of full-time permanent positions.	3	2	2
Total compensable workyears: Full-time equivalent employment	5	2	2
Average GS grade	12.30	12.30	12.30
Average GS salary	$39,000	$40,000	$40,000
ALLOCATION TO FEDERAL HIGHWAY ADMINISTRATION			
Total number of full-time permanent positions.	2	9	9
Total compensable workyears: Full-time equivalent employment	2	11	11
Average GS grade	9.09	9.09	9.09
Average GS salary	$29,362	$30,419	$30,419

Appropriation Summary Statement

National Park Service

Appropriation: Land Acquisition

This appropriation finances the acquisition of certain lands for inclusion in the National Park System in order to preserve nationally important natural and historic resources. Funds are also provided to coordinate and administer this acquisition program, and for administrative expenses for grants-in-aid to States.

To carry out his pledge to undertake a program to strengthen and preserve the Nation's natural resources, President Bush has included in the 1991 budget, subject to the passage of authorizing legislation, a major initiative called "America the Beautiful." The purposes of this initiative are to benefit the environment and to enhance recreation opportunities.

Under the Department of the Interior's portion of "America the Beautiful," funding for the National Park Service will be provided in 1991 for the acquisition of lands which meet the objectives of enhancing recreation and protecting critical natural resources.

Through the enactment of new authorizing legislation, the Service is proposing that the "current law" amount of $71,001,000, and a proposed increase of $9,152,000 for land acquisition, be combined in a new Departmentwide "America the Beautiful" account subject to annual appropriations. If the President's "America the Beautiful" initiative is not enacted by Congress, the proposed budget request under "current law," without the proposed "America the Beautiful" increase, represents a minor decrease from the adjusted Federal land acquisition appropriation for 1990.

If the "America the Beautiful" program is approved by the Congress, the National Park Service will receive $76,853,000 for Federal land acquisition, an increase of $9,152,000 over "current law" from the new "America the Beautiful" account. Funds included in this request will also provide $3,300,000 for State Land Acquisition Grants Administration for a total National Park Service Land Acquisition budget request of $80,153,000.

Appropriation Language

Land Acquisition [and State Assistance]

For expenses necessary to carry out the provisions of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460 1-4-11), including administrative expenses, and for acquisition of land or waters, or interest therein, in accordance with statutory authority applicable to the National Park Service, [$88,556,000] $71,001,000, to be derived from the Land and Water Conservation Fund, to remain available until expended, including $3,300,000 to administer the State Assistance program: Provided, That of the amounts previously appropriated to the Secretary's contingency fund for grants to

Appropriation Summary Statement/Land Acquisition

States, [$406,000] $23,000 shall be available in [1990] 1991 for administrative expenses of the State grant program[: Provided further, That of the amount provided above, $800,000 is for the acquisition of the Saxton House, 331 South Market Street, Canton, Ohio, as if authorized by the Historic Sites Act of 1935 (16 U.S.C. 462(e)); Provided further, That section 317 of Public Law 98-146 is amended by adding the following: "The land owner may also use the credits in exchange for excess lands, wherever located, under the jurisdiction of the Secretary of the Interior."]. (Department of the Interior and Related Agencies Appropriations Act, 1990.)

Land and Water Conservation Fund
(Rescission)

The contract authority provided for fiscal year [1990] 1991 by 16 U.S.C. 460 1-10a is rescinded.] (Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Land Acquisition

1. Deletion: "and State Assistance" in the appropriation head.

This language is no longer necessary since no funds are requested for State assistance in fiscal 1991.

2. Deletion: ": Provided further, That of the amount provided above, $800,000 is for acquisition of the Saxton House, 331 South Market Street, Canton, Ohio, as if authorized by the Historic Sites Act of 1935 (16 U.S.C. 462(e))."

Funds for the above item are not requested in fiscal 1991. Therefore, this language is no longer necessary.

3. Deletion: "; Provided further, That section 317 of Public Law 98-146 is amended by adding the following: 'The land owner may also use the credits in exchange for excess lands, wherever located, under the jurisdiction of the Secretary of the Interior.'"

This provision has accomplished its purpose and is no longer necessary.

Appropriation Language Citations

National Park Service

Appropriation: Land Acquisition

1. For expenses necessary to carry out the provisions of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460 l-4-11),

16 U.S.C. 460 l-5 and 6

16 U.S.C. 460 l-5, "During the period ending September 30, 2015, there shall be covered into the land and water conservation fund in the Treasury of the United States, the following revenues and collections..."

16 U.S.C. 460 l-6, "Moneys covered into the fund shall be available for expenditure for the purposes of this part only when appropriated therefor."

2. including administrative expenses,

16 U.S.C. 460 l-4-11

16 U.S.C. 460 l-4-11, Authority to appropriate Fund moneys for administrative expenses is considered to be implied in the law and recognized by Congress in appropriation language and appropriation committee reports designating specific amounts for administrative expenses.

3. and for acquisition of land or waters, or interest therein, in accordance with statutory authority applicable to the National Park Service, $_____,

16 U.S.C. 460 l-9(a)

16 U.S.C. 460 l-9(a), "Moneys appropriated from the Fund for Federal purposes shall, unless otherwise allotted in the appropriated Act making them available, be allotted by the President to the following purposes and subpurposes: (1) For the acquisition of land, waters, or interests in land or waters as follows: National Park System..."

4. to be derived from the Land and Water Conservation Fund,

16 U.S.C. 460 l-5 and 6

16 U.S.C. 460 l-5, "During the period ending September 30, 2015, there shall be covered into the land and water conservation fund in the Treasury of the United States,..."

5. to remain available until expended,

16 U.S.C. 460 l-6

16 U.S.C. 460 l-6, "Moneys covered into the fund shall be available for expenditure ... only when appropriated .... Such appropriations may be made without fiscal year limitation."

6. including $_____ to administer the State Assistance program:

16 U.S.C. 460 l-4-11

16 U.S.C. 460 l-4-11. Authority to appropriate Fund moneys for administrative expenses is considered to be implied in the law and recognized by Congress in appropriation language and appropriation committee reports designating specific amounts for administrative expenses.

7. Provided, That of the amounts previously appropriated to the Secretary's contingency fund for grants to States, $_____ shall be available in 19__ for administrative expenses of the State grant program.

16 U.S.C. 460 l-4-11

Authority to make previous appropriations available for administrative expenses is considered to be implied in the law as is the authority to appropriate new funds for the same purpose, as explained in part 2 above.

NATIONAL PARK SERVICE

Budgetary Resources

Account: Land Acquisition (14X5035)

FY 1990 Budgetary Status

Budget authority available:		
Appropriation realized		88,556,000
Sequestration reduction		(1,054,000)
Transferred		29,562,000
Prior-year unobligated balance brought forward		26,672,000
Total available for obligation		143,736,000
Less anticipated obligations (by activity):		
1. Land acquisition	(104,084,000)	
2. Land acquisition administration	(6,608,000)	
3. State grants	(28,874,000)	
4. State grant administration	(4,147,000)	
Total anticipated obligations		(143,713,000)

FY 1991 Request

Anticipated unobligated balance brought forward		23,000
Plus increases proposed (by activity):		
1. Land acquisition	60,701,000	
2. Land acquisition administration	7,000,000	
3. State grants	0	
4. State grant administration	3,300,000	
Total increase (appropriation) proposed		71,001,000
Total anticipated available for obligation		71,024,000

NATIONAL PARK SERVICE
Analysis of Budgetary Resources by Activity

Account: Land Acquisition (14X5035)

Activity	FY 1989 Appropriation	FY 1990 Appropriation	FY 1991 Appropriation	Incr./Decr.(-) 1990 to 1991
1. Land Acquisition				
Available for obligation:				
Appropriation	46,368,000	62,239,000	60,701,000	(1,538,000)
Sequestration reduction	0	(741,000)	0	741,000
Transfer BA to other accnts	(29,920,000)	0	0	0
Transfer bal to other accts	(3,172,000)	0	0	0
Transfer BA fm other accnts	35,100,000	29,562,000	0	(29,562,000)
Unoblig. balance brt. frwrd	7,845,000	13,024,000	0	(13,024,000)
Recovery of prior yr oblig.	2,040,000	0	0	0
Total available	58,261,000	104,084,000	60,701,000	(43,383,000)
Less obligations	(45,237,000)	(104,084,000)	(60,701,000)	43,383,000
Unoblig. balance brt. forward	13,024,000	0	0	0
2. Land Acquisition Administration				
Available for obligation:				
Appropriation	6,241,000	6,317,000	7,000,000	683,000
Sequestration reduction	0	(75,000)	0	75,000
Unoblig. balance brt. frwrd	966,000	366,000	0	(366,000)
Total available	7,207,000	6,608,000	7,000,000	392,000
Less obligations	(6,841,000)	(6,608,000)	(7,000,000)	(392,000)
Unoblig. balance brt. forward	366,000	0	0	0
FTE-T	143	157	162	5
3. State Grants				
Available for obligation:				
Appropriation	16,700,000	16,700,000	0	(16,700,000)
Sequestration reduction	0	(199,000)	0	199,000
Unoblig. balance brt. frwrd	10,459,000	12,802,000	23,000	(12,779,000)
Transfer to Admin	(357,000)	(406,000)	(23,000)	383,000
Recovery of prior yr oblig.	6,785,000	0	0	0
Total available	33,588,000	28,897,000	0	(28,897,000)
Less obligations	(20,785,000)	28,874,000	0	28,874,000
Unoblig. balance brt. forward	12,802,000	23,000	0	(23,000)

(Continued)

Analysis of Budgetary Resources by Activity (Continued)

Account: Land Acquisition (14X5035)

Activity	FY 1989 Appropriation	FY 1990 Appropriation	FY 1991 Appropriation	Incr./Decr.(-) 1990 to 1991
4. State Grant Administration				
Available for obligation:				
Appropriation	3,100,000	3,100,000	3,100,000	0
Sequestration reduction	0	(9,000)	0	9,000
Unoblig. balance brt. frwrd	382,000	480,000	0	(480,000)
Transfer from contingency grant fund	357,000	406,000	23,000	(383,000)
Recovery of prior yr oblig.	2,000	0	0	0
Total available	4,041,000	4,147,000	3,123,000	(24,000)
Less obligations	(3,561,000)	(4,147,000)	(3,123,000)	824,000
Unoblig. balance brt. forward	480,000	0	0	0
FTE-T	79	85	40	(45)

Justification of Program and Performance

Activity: Federal Land Acquisition

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
Current Law:						
Land Acquisition	($)	62,239	61,498	--	60,701	+60,701
Land Acquisition Administration	($)	6,317	6,242	--	7,000	+7,000
	(FTE)	(157)	(157)	(157)	(162)	(+5)
ONPS Requirements	($)	68,556	67,740	--	67,701	+67,701
	(FTE)	(157)	(157)	(157)	(162)	(+5)
Proposed Law:						Inc./Dec. Cur. Law
America the Beautiful						
	($)				[76,853]	[+9,152]
	(FTE)				[(162)]	[(--)]

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
Land Acquisition	62,239	-741	61,498
Land Acquisition Administration	6,317	-75	6,242
Total	68,556	-816	67,740

The reduction to Land Acquisition will result in partial acquisitions or lower line item allocations for single acquisitions such as those for Natchez, Lowell, and Chesapeake and Ohio Canal National Historical Parks, and El Malpais National Monument.

The reduction to Land Acquisition Administration will include curtailed travel, deferred meetings, and reduced supply and equipment purchases.

Land Acquisition/Federal Land Acquisition

Authorization

16 U.S.C. 4601-4-11, et seq.

Objectives

To acquire land and interests in land to preserve and protect, for public use and enjoyment, the historic, scenic, natural and recreational values of congressionally authorized areas within the National Park System.

Federal Land Acquisition Program

Land Acquisition funds are used for the acquisition of land and interests in land in areas of national significance. Such acquisition provides for public recreation opportunities as well as preserving the Nation's natural and cultural resources. This program helps to meet the increasingly heavy visitor demand for Federal recreation areas, preserves outstanding resources for public recreational use before they are converted to incompatible uses, and conserves the Nation's natural and historic heritage.

Land acquisition projects were identified using predetermined criteria to evaluate each project proposal. Projects were ranked using the land acquisition criteria agreed to between the Departments of the Interior and Agriculture. The following list of projects was determined using the criteria ranking system.

The funds requested under proposed legislation for Federal Land Acquisition in the National Park System for fiscal year 1991 total $76,853,000 and are a part of the President's America the Beautiful initiative, a program designed to strengthen and preserve the Nation's resources, provide research into better ways to protect those resources, and provide improvement of recreational opportunities. Under this initiative, land acquisition at Everglades National Park will include tracts within the eastern boundary expansion, and in the 1988 boundary addition at Big Cypress National Preserve as part of the overall plan to protect the water flow into Everglades National Park. Funds are also provided to continue the Land Acquisition programs at Santa Monica Mountains National Recreation Area, Congaree Swamp National Monument, and Appalachian National Scenic Trail to protect resources and provide for visitor uses. The funds requested will allow the purchase of a 6,264 acre tract to complete the Land Acquisition program at Channel Islands National Park and the acquisition of the largest remaining private tract of land at Cumberland Island National Seashore. Funds requested will permit the acquisition of the Georgetown Railroad "spur" for a hiker/biker trail at the Chesapeake and Ohio National Historical Park. Authorizing legislation and funds are requested to begin protection efforts at Petroglyphs National Monument. Funds for escrow payments for an impending lease agreement for Samoa National Park are also requested.

The budget request for fiscal year 1991 includes $7 million for Acquisition Management. These funds will be used to fully staff land acquisition personnel at six project offices, eight Regional Land Acquisition Offices and the Washington Office and to establish a satellite office to handle the Land

Land Acquisition/Federal Land Acquisition

Acquisition program for the east boundary expansion at Everglades National Park. This amount will support staff levels necessary to accomplish acquisitions now in progress as well as new acquisition. The amount for Acquisition Management will also support staff levels and administrative costs to accomplish acquisition by exchange, transfer and donation.

The budget request also includes $5 million for the acquisition of emergency, inholding and hardship tracts and for the payment of deficiencies and relocation claims for tracts previously filed in court or acquired.

1991 Program -- Current Law:

If the America the Beautiful program is not enacted, the current law request would be the same as that shown below under proposed law, except that $9,152,000 less in acquisition funds would be included.

1991 Program -- Proposed Law:

Acquisition Management	$7,000,000	
Emergency, Hardship, Inholding, and Deficiency Acquisitions, and Relocation Costs	5,000,000	
Santa Monica Mountains National Recreation Area, California	11,553,000	
Congaree Swamp National Monument, South Carolina	1,000,000	
Appalachian National Scenic Trail	7,000,000	1
Chesapeake and Ohio Canal National Historical Park, District of Columbia	7,000,000	2
Cumberland Island National Seashore, Georgia	10,000,000	2
Big Cypress National Preserve, Florida	4,000,000	
Channel Islands National Park, California	14,500,000	2
Samoa National Park, American Samoa	300,000	
Petroglyph National Monument, New Mexico	2,000,000	3
Everglades National Park, Florida	7,500,000	
Total	$76,853,000	

1 Exceeds authorized ceiling, but within limits authorized by P. L. 95-42 ($1,000,000 or 10 percent of authorized ceiling whichever is greater.)

2 Amendatory appropriation language to increase acquisition ceiling will be submitted to Congress shortly.

3 Initial authorizing legislation will be submitted to Congress shortly.

NATIONAL PARK SERVICE

COMPREHENSIVE LAND ACQUISITION TABLE
$000

Park	DOI Rank	Est. Unoblig. Balances as of 9/30/90 $ / Acres	FY 1991 Budget $ / Acres	% of total acreage to be acq. by 9/30/91	Total Acres Remaining to be acq. after 1991	Benefits	Remarks
Acquisition Management	a	0 / n/a	7,000 / n/a	n/a	n/a	Administration	6 project offices, 8 regional offices.
Emerg./Hard./Inhold./Def./Reloca.	a	0 / n/a	5,000 / n/a	n/a	n/a	Acquisitions	Funds for court awards, condemnations.
State Grants Administration	a	0 / n/a	3,300 / n/a	n/a	n/a	Administration	Separate detail in Budget Justifications.
Santa Monica Mountains NRA	15	0 / 0	11,553/1,668	4.45	35,389	Recreation	To complete Backbone Trail.
Congaree Swamp NM	16	0 / 0	1,000/ 710	20.36	2,777	Protection	Boundary expanded by P.L. 100-524.
Appalachian Trail NST	21	0 / 0	7,000/2,387	22.52	8,212	Recreation	To ensure continuous trail right-of-way.
Chesapeake & Ohio Canal NHP	37	0 / 0	7,000/ 34	43.59	44	Recreation	To acquire railroad right-of-way.
Cumberland Island NS	40	0 / 0	10,000/1,386	77.52	402	Protection	To acquire largest private inholding.
Big Cypress NPres	51	0 / 0	4,000/4,545	18.80	19,625	Protection	Excludes land to be acquired by exchange.
Channel Islands NP	98	0 / 0	14,500/6,264	100.00	0	Protection	To acquire last privately owned tract.
Samoa National Park	215	0 / n/a	300/ n/a	n/a	n/a	Protection	Escrow payments pending lease execution.
Petroglyph NM	b	0 / 0	2,000/ 70	3.43	1,969	Protection	To protect 17 mile escarpment drawings.
Everglades NP	b	0 / 0	7,500/5,000	4.65	102,600	Protection	Boundary expanded by P.L. 101-229.

a Overhead costs included in base program.

b Not ranked against Departmental Ranking Criteria.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Acquisition Management

Location: Servicewide

Cost Detail:

FY 1991 Amount	Future Amount
$7,000,000	Unknown

Description: Acquisition Management funds cover personnel and administrative costs such as transportation, utilities, supplies, and equipment for the administration, coordination, and evaluation of the Land Acquisition program of the National Park Service. In Fiscal year 1989, a total of $6.8 million was obligated for Acquisition Management.

Need: The funds requested will be used to staff land acquisition offices at six projects and eight Regional Land Acquisition Offices. In addition, the funds will be used to establish a satellite office to handle the Land Acquisition program at Everglades National Park where the Act of December 13, 1989, expanded the boundary to include an additional 13,000 tracts containing approximately 107,600 acres. The funds requested will also support staff levels and administrative costs to accomplish acquisitions by exchange, transfer, and donation.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Emergency, Hardship, Inholdings, Relocation, and Deficiencies.

Location: Servicewide

Cost Detail:

FY 1991 Amount	Future Amount
$5,000,000	Unknown

Description: Funds are used for:

1. Emergency and hardship acquisitions at recently authorized areas for which acquisition funds are not otherwise available. The availability of funds for emergency and hardship acquisitions permits timely action to alleviate hardships and to prevent adverse land uses that threaten park resources;

2. Inholding acquisitions. An inholding is a tract of land in a unit of the National Park System that was authorized before July 1959 or fiscal year 1960;

3. Relocation costs that result from the acquisition of improved property at areas for which acquisition funds are not otherwise available; and,

4. Payment of deficiencies in condemnation cases at areas for which acquisition funds are not otherwise available. The availability of funds to pay court awards in a timely manner ensures that the accumulation of interest on the deficiency will be minimized and will result in considerable savings to the Government.

Need: The funds requested will be used for the acquisition of emergency, inholding, and hardship tracts at areas for which funds are not available. The funds will also be used to pay deficiencies for condemnation cases previously filed in court and for the payment of relocation claims. Of the $5 million appropriated for fiscal year 1989, a total of $4,920,000 was either obligated or committed. As of December 31, 1989, a total of $4,900,000 of funds appropriated for fiscal year 1990 has been obligated or committed.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Santa Monica Mountains National Recreation Area

Location: Los Angeles and Ventura Counties, California

Land Acquisition Limitation Amount Remaining: $21,603,431

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,648	$7,010	$11,553,000	35,389	N/A	Unknown

Improvements: Residential/commercial.

Description: The recreation area was authorized November 10, 1978, to protect and enhance the scenic, natural, and historic values of the area, and to preserve its public health value as an airshed for southern California metropolitan areas while providing recreational and educational opportunities. To date, funds in the amount of $103,396,569 have been appropriated for land acquisition at the area. Approximately 16,265 acres at the recreation area have been acquired by the United States. After fiscal year 1990, a total of 37,037 acres of privately owned land will remain to be acquired.

Need: Funds requested for fiscal year 1991 will be used to complete the missing links of the Backbone Trail and to connect the trail with the Federal and State-owned components of the recreation area.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Congaree Swamp National Monument

Location: Richland County, South Carolina

Land Acquisition Limitation Amount Remaining: Public Law 100-524 of October 24, 1988, authorized the appropriation of funds necessary for acquisition at the monument.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	710	$1,408	$1,000,000	2,777	N/A	Unknown

Improvements: None

Description: The act of October 24, 1988, revised the boundary of Congaree Swamp National Monument to add approximately 7,000 acres. The Congaree Swamp contains the largest remnant old-growth and southern bottomland hardwood forest in the United States. When the Congress established the 15,000-acre monument in 1976, it directed the National Park Service to identify additional lands needed for resource protection, scenic integrity, and administration of the area. The Service plans to acquire 3,535 acres in fiscal year 1990.

Need: Funds requested will be used to acquire those portions of the Georgia-Pacific holdings that are not acquired with funds available in fiscal year 1990. Acquisition is necessary to prevent continued clear-cutting that threatens the integrity of the Monument.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Appalachian National Scenic Trail

Location: Connecticut, Georgia, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, North Carolina, Pennsylvania, Tennessee, Vermont, Virginia, and West Virginia

Land Acquisition Limitation Amount Remaining: None. The $7 million requested is under the over-ceiling provision of Public Law 95-42.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	2,387	$2,933	$7,000,000	8,212	N/A	Unknown

Improvements: Residential/commercial.

Description: The Appalachian National Scenic Trail was authorized October 2, 1968, to provide for the ever-increasing outdoor recreation needs of an expanding population and to promote access to, travel within, and enjoyment of the open-air, outdoor areas of the Nation. The trail follows the Appalachian Mountains for approximately 2,100 miles from Springer Mountain in Georgia to Mount Katahdin in Maine. Approximately 1,939 miles of the trail are currently protected by the various States or the Federal Government. The National Park Service is responsible for protecting approximately 615 miles of the trail. To date, approximately 533 of those miles have been protected by the Service. Approximately 82 miles remain to be protected by the Service.

Need: Funds requested for fiscal year 1991 will be used to close the remaining "missing links" along the trail to ensure continuous trail right-of-way.

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Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Chesapeake and Ohio Canal National Historical Park

Location: District of Columbia, Maryland and West Virginia.

Land Acquisition Limitation Amount Remaining: $612,154

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	34	$205,882	$7,000,000	44	N/A	Unknown

Improvements: Commercial

Description: The act of January 8, 1971, as amended, authorized appropriations not to exceed $28,400,000 for land acquisition at the park. To date, $27,787,846 has been appropriated. Appropriated funds in the amount of $4,205,703 remain unobligated, of which $4 million was appropriated in fiscal year 1990 to be applied to the acquisition of the CSX Corporation right-of-way in conjunction with funds to be appropriated in the future. In addition to the 34-acre right-of-way, an additional 44 acres of privately owned land remains to be acquired at the park: 3 small lots totalling 1 acre in the District of Columbia and 2 tracts totalling 43 acres in the State of Maryland.

Need: The funds requested will be used to acquire the District of Columbia portion of the "Georgetown Branch" of the B & O Railroad, now part of the CSX Corporation, to provide important recreation opportunities in the Washington Metropolitan Area. Furthermore, Federal acquisition would prevent development that would mar the view of Washington from the George Washington Memorial Parkway across the Potomac River. An appraisal obtained and approved by the National Park Service indicates a value of approximately $12 million for the railroad right-of-way. The appropriation of $7 million in fiscal year 1991, when combined with available funds appropriated in fiscal year 1990, would enable the Service to complete acquisition of the tract. In the interim, with $840,000 to be derived from the Washington Metropolitan Transit Authority's land replacement fund, the Service will obtain a lease for public use of the tract for a term of 1 year.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Cumberland Island National Seashore

Location: Camden County, Georgia

Land Acquisition Limitation Amount Remaining: $2,420,500

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	1,386	$7,215	$10,000,000	402	N/A	Unknown

Improvements: Residential

Description: Cumberland Island National Seashore was authorized by Public Law 92-536 of October 23, 1972, to protect the magnificent and unspoiled beaches, dunes, marshes, and freshwater lakes that make up the largest of Georgia's Golden Isles. The act authorized appropriations not to exceed $28,500,000 for land acquisition at the seashore. To date, funds totalling $26,079,500 have been appropriated, of which $320,476 remains unobligated. Of 3,897 acres remaining in private ownership at the seashore, 17 tracts containing 1,788 acres are identified for acquisition in the approved land protection plan for the seashore.

Need: Funds requested will be used to acquire the largest private ownership at the seashore, two tracts containing 1,386 acres in the central portion of Cumberland Island within a designated wilderness area. The property is owned by the heirs of Mrs. Lucy R. Ferguson, former president of Greyfield Land Corporation. During the congressional hearings considering authorization of the seashore in 1971, the National Park Service made a commitment to refrain from acquiring Mrs. Ferguson's property during her lifetime. She was the only full-time island resident. Mrs. Ferguson died September 11, 1989, naming 14 heirs in her will. However, the property is to be held in a trust. It is likely that the trustees will consider sale of the property at the request of the heirs. To date, no use of the property has been available to the seashore visitor. The property is used as a hunting preserve with deer and feral hogs the primary game. Feral hogs and horses on the property are a danger to native species and the owner did not allow the Service to conduct wildlife management programs. Acquisition of the property is necessary to prevent development of the tract and to eliminate current uses that are inconsistent with management practices for wilderness.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Big Cypress National Preserve

Location: Collier, Dade, and Monroe Counties, Florida

Land Acquisition Limitation Amount Remaining: $49,500,000

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	4,545	$880	$4,000,000	19,625	$2,407	$45,500,000

Improvements: None

Description: Public Law 100-301 of April 29, 1988, established the Big Cypress National Preserve addition to include 146,000 acres of land northeast of Big Cypress National Preserve and in a strip along the western boundary of the preserve. The addition will increase protection of the natural water flow into the Everglades ecosystem and provide recreational opportunities including hunting, trapping, and fishing. Lands in the addition are to be acquired with a combination of State funds, Federal highway funds, and funds from the Land and Water Conservation Fund. Of the 146,000 acres comprising the addition, approximately 83,000 acres will be acquired by exchange. An additional 38,830 acres will be acquired with Federal highway funds and with State funds. The remaining 24,170 acres in approximately 4,500 individual ownerships will be acquired by the National Park Service with funds from the Land and Water Conservation Fund.

Need: The funds requested represent Federal acquisition needs above and beyond the lands included in the pending exchange. The act of April 29, 1988, expressed the intent of Congress that acquisition in the addition be substantially completed within 5 years of enactment. No funds have yet been appropriated for acquisition in the addition.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Channel Islands National Park

Location: Santa Barbara and Ventura Counties, California

Land Acquisition Limitation Amount Remaining: None. The Act of March 5, 1980, established the park and authorized appropriations not to exceed $30,100,000 for land acquisition. To date, $33,440,000 has been appropriated, of which $3,340,000 was appropriated under the authority of Public Law 95-42. Because the authority of Public Law 95-42 is not sufficient to permit the appropriation of the $14.5 million requested for fiscal year 1991, amendatory legislation is required.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	6,264	$2,315	$14,500,000	0	0	0

Improvements: Residential/commercial.

Description: Channel Islands National Park was established to protect the nationally significant natural and scientific values of the Channel Islands off the coast of southern California. Only one privately owned tract in the park remains to be protected, the 6,264-acre Gherini Ranch that comprises the eastern end of Santa Cruz Island. The remainder of the island, 54,281 acres, is owned and protected by The Nature Conservancy.

Need: An appraisal of March 1, 1988, obtained by the National Park Service, indicates a value of $14,090,000 for the Gherini Ranch. The death in June 1989 of one of the owners, Pier Gherini, accelerated negotiations to acquire the tract and in September 1989 three of the four owners each signed an offer to sell their respective undivided one-quarter interests in the tract. The offers to sell expire December 28, 1990. The amount of each offer to sell is $4,500,000. The amount of each offer exceeds one-quarter of the appraised value but is the lowest amount obtained in negotiations. The unobligated balance of funds appropriated for the park, $3,574,671, when combined with additional funds to be derived from the fiscal year 1990 appropriations for emergency and hardship acquisitions, will be sufficient to acquire the quarter interest owned by the estate of Pier Gherini. The appropriation of $14.5 million for fiscal year 1991 would provide sufficient funds for the Service to purchase the remaining undivided quarter-interests for $4,500,000 each and to cover, if necessary, the additional costs of acquisition by condemnation. One owner has not signed an offer to sell. It is hoped that a settlement with that owner can be negotiated and thereby forego the need for condemnation.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Samoa National Park

Location: American Samoa

Land Acquisition Limitation Amount Remaining: Public Law 100-571 of October 31, 1988, designated the park and authorized the appropriation of funds necessary to carry out the purposes of the act.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	N/A	N/A	$300,000	N/A	N/A	Unknown

Improvements: Residential

Description: Public Law 100-571 authorized the Secretary of the Interior to enter into a lease agreement with the Governor of American Samoa for lands and water that will comprise the park. The cost of the lease, which shall be for a term of 50 years with options for renewal, is yet to be negotiated by the Secretary and the Governor. Section 2 of the law states that the park is not to be established until the lease agreement is executed.

Need: Until a lease is executed, the United States is required to place in escrow $25,000 a month. Such funds can be applied toward the negotiated amount of the lease agreement. The funds requested, $300,000, will cover the required monthly payments for fiscal year 1991. It is anticipated that the land will be appraised in fiscal year 1990.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Petroglyph National Monument (Proposed)

Location: Vicinity of Albuquerque, New Mexico (Bernalillo County)

Land Acquisition Limitation Amount Remaining: Legislation establishing Petroglyph National Monument has not yet been enacted. Bills have been introduced in Congress to establish the monument and authorize the appropriation of funds necessary for land acquisition.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	70	$28,571	$2,000,000	1,969	$27,445	$54,000,000

Improvements: Residential

Description: West of Albuquerque, New Mexico, the landscape is dominated by the West Mesa that features a 17-mile long escarpment on which over 15,000 petroglyphs have been carved or pecked onto the rock. These petroglyphs date back as far as 3,000 years and trace the progress of Indian civilization in New Mexico. Bills have been introduced in Congress to establish Petroglyph National Monument. The boundary of the proposed monument contains approximately 5,150 acres of land, of which 2,039 acres are privately owned.

Need: For fiscal year 1990, funds in the amount of $1 million were appropriated for land acquisition at Petroglyph National Monument. Senate Report No. 101-85, however, requires that the funds be withheld from the National Park Service until the monument is authorized. Upon authorization, funds appropriated in fiscal year 1990 will be used to order title and appraisals and to commence acquisition of a portion of the 1,823 acres owned by Westland Development Company. Funds requested for fiscal year 1991 will be used to acquire an additional portion of the Westland Development Company holdings to prevent development and to protect the petroglyphs from damage.

Fiscal Year 1991 National Park Service Land Acquisition Program

Program or Park Area: Everglades National Park

Location: Collier, Dade and Monroe Counties, Florida

Land Acquisition Limitation Amount Remaining: Public Law 101-229 of December 13, 1989, revised the boundary of the park and authorized the appropriation of funds necessary for the acquisition of lands added to the park.

Cost Detail:

	FY 1991			Future		
	Acres	Average Cost/ Acre	Total Amount	Acres	Average Cost/ Acre	Total Amount
Land	5,000	$1,500	$7,500,000	102,600	N/A	Unknown

Improvements: Residential, commercial, and agricultural.

Description: The act of December 13, 1989, authorized the addition of 107,600 acres comprising an area commonly known as the Northeast Shark River Slough and the East Everglades. The addition was necessary both to limit further losses suffered by the park due to habitat destruction outside the former boundaries and to preserve the natural water flow patterns that are critical for the survival of the park. Consistent with the provisions of the authorizing legislation, not less than 20 percent of the cost of acquiring the lands to expand the park will be paid by the State of Florida.

Need: The funds requested are necessary to acquire approximately 5,000 acres needed to maintain natural hydrologic conditions in the park. The acquisition program will be coordinated with the Army Corps of Engineers and will address construction modifications to the central and southern Florida project that are necessary to improve water delivery into the park.

Justification of Program and Performance

Activity: State Grants

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc.(+) Dec.(-) from Base
State Grants		16,700	16,501	--	--	--
State Grants Administration	($)	3,300	3,261	--	3,300	+3,300
	(FTE)	(65)	(65)	(55)	(40)	(-25)
Total Requirements	($)	20,000	19,762	--	3,300	+3,300
	(FTE)	(65)	(65)	(65)	(40)	(-25)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to P.L. 99-177	FY 1990 Adjusted Approp.
State Grants	16,700	-199	16,501
State Grants Administration	3,300	-39	3,261
Total	20,000	-238	19,762

The reduction to State Grants will result in six less grants to be awarded. For State Grants Administration, the reduction will consist of deferred travel, fewer meetings, and deferred supply and equipment purchases.

Authorization

16 U.S.C. 4601-4-11 Land and Water Conservation Fund Act of 1965, as amended

Objectives

To administer previously awarded grants and any new grants in a responsible and accountable way and to ensure compliance with existing public access mandates through technical guidance and oversight to cooperating State agencies. Through the Land and Water Conservation Fund (L&WCF) matching grant program, recreation opportunities are provided at the State and local levels, public understanding of the role and function of the National Park Service is increased, and citizen involvement in the planning and preservation of outdoor recreation resources is expanded at all levels.

State Grants Program

In the past 5 years, $129 million has been appropriated for State Grants. Although no new grant funding has been proposed for 1991, overall workloads will remain at prior year levels because of increasing compliance needs under section 6(f)(3) of the authorizing act for 34,000 completed and 1,680 active projects, which represent a Federal investment of over $3 billion during the past 25 years. The "Anti-Conversion" provisions of the Land and Water Conservation Fund Act require periodic monitoring of completed project sites to ensure that they remain accessible for public recreation use. Although 56 cooperating State and territorial agencies are full partners in this monitoring process, the sheer number and age of completed projects has resulted in a steady increase in the number of compliance problems needing to be resolved each year. In 1989, for example, 46 site conversions were resolved, but the number of active issues needing resolution rose from 123 to 200. In addition, since 1987 the Service has had the responsibility to ensure public access to L&WCF-assisted parks under various civil rights, aging and access-for-the-handicapped mandates. Particular emphasis has been placed on working with State and local grantees to improve planning and implementation to accommodate people with disabilities in all recreation programs, as mandated by section 504 of the Rehabilitation Act of 1973 and the Architectural Barriers Act. The costs of these compliance and assistance efforts have been kept as low as possible through enhanced productivity in monitoring and resolving compliance problems, but they still result in significant additional costs which have not been covered by decreases in workloads for processing of new grants.

Compliance and fiscal accountability responsibilities for L&WCF grants are defined by section 6 of the L&WCF Act of 1965, by OMB Circulars A-87, A-128, and A-102, as amended, by the Civil Rights Act of 1964, the Rehabilitation Act of 1973 and the Age Discrimination Act of 1975. Estimated requirements in 1990 are: inspect 6,000 project sites; review and resolve 150 conversion problems: process 450 new grant awards and 425 amendments; process 2,000 letter of credit drawdowns and 400 billings against an end of fiscal year 1989 unexpended grant balance of $58 million; close out 1,200 projects; review 35 Statewide Comprehensive Outdoor Recreation Plan updates, including wetlands components mandated by the Emergency Wetlands Resources Act of 1986; conduct 30 State program and civil rights compliance reviews and 25 civil rights or accessibility complaint investigations; review 28 State audit reports; evaluate and compile 56 State annual reports; and complete 3 national evaluation reports..

LAND AND WATER CONSERVATION FUND

Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-5005-0-2-303		1989 actual	1990 estimate	1991 estimate
	Unappropriated balance, start of year: Treasury balance:			
01.00	Regular account	5,764,746	6,458,513	7,127,156
01.00	Special account (P.L. 95-42, sec. 1)	142,621	142,621	142,621
	Receipts:			
02.01	Surplus property sales	54,679	126,364	138,497
02.02	Motorboat fuels tax	1,000	1,000	1,000
02.03	Outer Continental Shelf receipts	844,321	772,636	760,503
02.99	Subtotal receipts	900,000	900,000	900,000
	Total available for appropriation:			
04.00	Regular account	6,664,746	7,358,513	8,027,156
04.00	Special account	142,621	142,621	142,621
	Appropriation:			
05.01	Bureau of Land Management, land acquisition	(12,290)	(12,610)	(12,556)
05.02	Fish and Wildlife Service, land acquisition	(57,529)	(67,990)	(67,990)
05.03	National Park Service, land acquisition	(72,609)	(88,556)	(71,001)
05.04	Forest Service (Department of Agriculture), land acquisition	(63,805)	(63,433)	(63,486)
05.99	Total appropriation	(206,233)	(232,589)	(215,033)
06.20	Reduction pursuant to P.L. 99-177 (Bureau of Land Management)	0	178	0
06.20	Reduction pursuant to P.L. 99-177 (National Park Service)	0	1,054	0
	Unappropriated balance, end of year: Treasury balance:			
07.00	Regular account	6,458,513	7,127,156	7,812,123
07.00	Special account	142,621	142,621	142,621

LAND AND WATER CONSERVATION FUND

(Proposed for later transmittal, proposed legislation)

Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-5005-2-2-303	1989 actual	1990 estimate	1991 estimate
01.00 Unappropriated balance, start of year: Treasury balance:	0	0	0
04.00 Total available for appropriation.....	0	0	0
Appropriation:			
05.01 Bureau of Land Management, land acquisition.....	0	0	12,556
05.02 Fish and Wildlife Service, land acquisition.....	0	0	67,990
05.03 National Park Service, land acquisition.....	0	0	71,001
05.04 Forest Service (Department of Agriculture), land acquisition.....	0	0	63,486
05.05 America the Beautiful-Interior.....	0	0	(161,131)
05.06 America the Beautiful-Agriculture....	0	0	(88,869)
05.99 Total appropriation.....	0	0	(34,967)
07.00 Unappropriated balance, end of year: Treasury balance:	0	0	(34,967)

This schedule shows the effect of implementing legislation, proposed for later transmittal, to authorize the President's "America the Beautiful" initiative. Under this initiative, spending for Federal land acquisition and certain natural resource protection and recreation enhancement programs will be increased, and funded in consolidated "America the Beautiful" accounts in the Interior and Agriculture departments.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
LAND ACQUISITION

*Program and Financing (in thousands of dollars)

Identification code 14-5035-0-2-303		1989 actual	1990 estimate	1991 estimate
Program by activities*:				
00.01	Land acquisition	45,237	104,084	60,701
00.02	Land acquisition administration	6,841	6,608	7,000
00.03	State grants	20,785	28,874	0
00.04	State grants administration	3,561	4,147	3,323
10.00	Total obligations	76,424	143,713	71,024
Financing:				
17.00	Recovery of prior year obligations	(8,827)	0	0
21.40	Unobligated balance available, start of year	(19,653)	(26,672)	(23)
22.40	Unobligated balance transferred, net	3,172	0	0
24.40	Unobligated balance available, end of year	26,672	23	0
39.00	Budget authority	77,789	117,064	71,001
Budget authority:				
Current:				
40.00	Appropriation (special fund)	72,609	88,556	71,001
40.00	Reduction pursuant to P.L. 99-177	0	(1,054)	0
41.00	Transferred to other accounts	(29,920)	0	0
42.00	Transferred from other accounts	35,100	29,562	0
43.00	Appropriation (adjusted)	77,789	117,064	71,001
49.00	Contract authority (rescission proposal)	0	0	(30,000)
Permanent:				
69.10	Contract authority (16 U.S.C. 460 l-10a)	0	0	30,000

* Program by activities includes revisions made too late to be included in the printing of the President's Budget, to correct oversights.

LAND ACQUISITION

Program and Financing (in thousands of dollars) (continued)

Identification code 14-5035-0-2-303	1989 actual	1990 estimate	1991 estimate
Relation of obligations to outlays:			
71.00 Obligations incurred, net	76,424	143,713	71,024
72.40 Obligated balance, start of year	129,397	93,310	125,213
74.40 Obligated balance, end of year	(93,310)	(125,213)	(103,141)
78.00 Adjustments in unexpired accounts	(8,827)	0	0
90.00 Outlays	103,685	111,810	93,096

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS (in thousands of dollars)

	1989 actual	1990 estimate	1991 estimate
Enacted/requested:			
Budget authority	77,789	117,064	71,001
Outlays	103,685	111,810	93,096
Proposed for later transmittal under proposed legislation:			
Budget authority	0	0	(71,001)
Outlays	0	0	(24,850)
Total:			
Budget authority	77,789	117,064	0
Outlays	103,685	111,810	68,246

Status of Unfunded Contract Authority (in thousands of dollars)

Identification code 14-5035-0-2-303	1989 actual	1990 estimate	1991 estimate
Unfunded balance, start of year	0	0	0
Contract authority	0	0	30,000
Unfunded balance rescission proposal	0	0	(30,000)
Unfunded balance, end of year	0	0	0

LAND ACQUISITION

Object Classification (in thousands of dollars)

Identification code 14-5035-0-2-303		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent	6,937	6,406	6,562
11.3	Other than full-time permanent	177	760	259
11.5	Other personnel compensation	63	60	60
11.8	Special personal services payments	34	30	30
11.9	Total personnel compensation	7,211	7,256	6,911
12.1	Civilian personnel benefits	1,374	1,230	1,259
21.0	Travel and transportation of persons	520	541	396
22.0	Transportation of things	60	62	46
23.3	Communications, utilities, and miscellaneous charges	61	63	46
24.0	Printing and reproduction	24	25	18
25.0	Other services	6,963	4,113	2,235
26.0	Supplies and materials	1,031	1,073	784
31.0	Equipment	206	214	157
32.0	Land and structures	37,461	99,081	58,722
41.0	Grants, subsidies, and contributions	20,785	29,280	0
42.0	Insurance claims and indemnities	728	775	450
99.0	Total obligations	76,424	143,713	71,024

LAND ACQUISITION

Personnel Summary

Identification code 14-5035-0-2-303	1989 actual	1990 estimate	1991 estimate
Total number of full-time permanent positions.	215	193	193
Total compensable workyears: Full-time equivalent employment.....	222	222	202
Average GS grade.....	11.60	11.60	11.60
Average GS salary.....	$32,265	$33,192	$34,000

LAND ACQUISITION

(Proposed for later transmittal, proposed legislation)

Program and Financing (in thousands of dollars)

Identification code 14-5035-2-2-303	1989 actual	1990 estimate	1991 estimate
Program by activities*:			
00.01 Land acquisition.....	0	0	(60,701)
00.02 Land acquisition administration.....	0	0	(7,000)
00.04 State grants administration.....	0	0	(3,300)
10.00 Total obligations.....	0	0	(71,001)
Financing:			
40.00 Budget authority (appropriation).....	0	0	(71,001)
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	0	0	(71,001)
74.40 Obligated balance, end of year.....	0	0	46,151
90.00 Outlays.....	0	0	(24,850)

* Program by activities includes revisions made too late to be included in the printing of the President's Budget, to correct oversights.

This schedule shows the effect of implementing legislation, proposed for later transmittal, to authorize the President's "America the Beautiful" initiative. Under this initiative, spending for Federal land acquisition and certain natural resource protection and recreation enhancement programs will be increased, and funded in a consolidated "America the Beautiful" account.

LAND ACQUISITION

Object Classification (in thousands of dollars)

Identification code 14-5035-2-2-303		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent	0	0	(6,562)
11.3	Other than full-time permanent	0	0	(259)
11.5	Other personnel compensation	0	0	(60)
11.8	Special personal services payments	0	0	(30)
11.9	Total personnel compensation	0	0	(6,911)
12.1	Civilian personnel benefits	0	0	(1,259)
21.0	Travel and transportation of persons	0	0	(396)
22.0	Transportation of things	0	0	(46)
23.3	Communications, utilities, and miscellaneous charges	0	0	(46)
24.0	Printing and reproduction	0	0	(18)
25.0	Other services	0	0	(2,212)
26.0	Supplies and materials	0	0	(784)
31.0	Equipment	0	0	(157)
32.0	Land and structures	0	0	(58,722)
42.0	Insurance claims and indemnities	0	0	(450)
99.0	Total obligations	0	0	(71,001)

Personnel Summary

Identification code 14-5035-2-2-303	1989 actual	1990 estimate	1991 estimate
Total number of full-time permanent positions	0	0	(193)
Total compensable workyears: Full-time equivalent employment	0	0	(202)

Appropriation Summary Statement

National Park Service

Appropriation: John F. Kennedy Center for the Performing Arts

The National Park Service provides support relating to the operations of the Kennedy Center--except those functions directly supporting the performing arts. Broadly, the Service conducts those aspects of the operation resulting from the designation of the center as a monument to President John F. Kennedy, including maintenance, security, information, interpretation, and other similar services. The National Park Service currently shares the cost of these activities with the Kennedy Center Board of Trustees.

Appropriation Language

For expenses necessary for operating and maintaining the nonperforming arts functions of the John F. Kennedy Center for the Performing Arts, [$9,193,000] $8,150,000, of which [$4,000,000] $3,000,000 shall remain available until expended. (Department of the Interior and Related Agencies Appropriations Act, 1990; additional authorizing legislation to be proposed.)

Appropriation Language Citations

Appropriation language and citations:

1. For expenses necessary for operating and maintaining the nonperforming arts functions of the John F. Kennedy Center for the Performing Arts.

Not authorized

Public Law 92-313 (86 Stat. 216) amends sec. 10 and section 6 of the John F. Kennedy Center Act, as amended (72 Stat. 1968) by adding at the end thereof the following new subsection: (e) The Secretary of the Interior, acting through the National Park Service, shall provide maintenance, security, information, interpretation, janitorial and all other services necessary to the nonperforming arts functions of the John F. Kennedy Center for the Performing Arts.

2. of which $_____ shall remain available until expended.

No specific authority

This provision was inserted in the fiscal year 1990 proposal to fund repair of the Center's parking garage.

Legislation is required for the John F. Kennedy Center for the Performing Arts for fiscal year 1991.

Summary of Requirements

Appropriation: John F. Kennedy Center for the Performing Arts

(Dollar Amounts in thousands)

	FTE	Amount	FTE/T	Amount
Appropriation enacted, 1990			91	9,193
P.L. 100-119 Reduction Pursuant to P.L. 99-177				(75)
Adjusted Appropriation, 1990			91	9,118
ADJUSTMENTS TO BASE:				
Adjustment for 1990 Impact of P.L. 99-177	—	75		
Adjustment for Administrative Efficiency	—	(65)		
Adjustment for Staffing Efficiency	—	(34)		
Additional Cost in 1991 for the 1991 Pay Raise	—	45		
Adjustment for One-Additional Paid Day in FY 1991	—	11		
Total adjustments			—	32
FY 1991 BASE BUDGET			91	9,150
Program Changes			—	(1,000)
TOTAL REQUIREMENTS			91	8,150

Justification of Adjustments to Base

National Park Service

Appropriation: John F. Kennedy Center for the Performing Arts

	FTE-T	($000) Amount
Adjustment for 1990 Effect of P.L. 99-177.....		+75

The Balanced Budget and Emergency Deficit Control Reaffirmation Act (P.L. 99-177, as amended) required a reduction in nonexempt programs in FY 1990. Since the reduction applies to FY 1990 only, this adjustment is made to allow a more comparable basis for showing program changes from FY 1990 to FY 1991.

Adjustment for Administrative Efficiency..... -65

The Department is proposing to decrease spending for consultants, travel, overtime, supplies, and equipment by about 5 percent to improve administrative efficiency and place greater priority on 1991 program initiatives. Specific reductions are proposed in the following areas:

Consultants	-$6,000
Travel	-13,000
Overtime	-6,000
Supplies	-26,000
Equipment	-14,000
Total	-$65,000

Adjustment for Staffing Efficiency..... -34

Savings are proposed from a planned reduction in the average grade achieved by filling vacant positions at an average of one grade lower than previously filled and from taking into account an expected additional lapse of 30 days before filling positions that become vacant in 1991. Specific reductions follow:

Average Grade	-$15,000
Lapse	-19,000
Total	-$34,000

Additional Cost in 1991 of the 1991 Pay Raise..... +45

The adjustment is for the additional amount needed in 1991 to cover 40 percent of the additional three quarter's cost of the estimated 3.5 percent pay raise effective in January 1991. Of this amount, $31,000 is for the general schedule pay and $14,000 is for the wage board pay. The 1991 cost of the remaining 60 percent will be absorbed in FY 1991.

One More Paid Day in FY 1991..... +11

The increase in personnel compensation results from there being one more paid day in FY 1991 than in FY 1990.

Justification of Program and Performance

Activity: John F. Kennedy Center for the Performing Arts

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
John F. Kennedy Center for the Performing Arts	($)	9,193	9,118	9,150	8,150	-1,000
	(FTE)	(91)	(91)	(91)	(91)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Reduction Pursuant to Public Law 99-177	FY 1990 Adjusted Approp.
Center Operations	5,193	-42	5,151
Garage Repairs	4,000	-33	3,967
Total	9,193	-75	9,118

This reduction will be accomplished by eliminating operation of the decorative fountains between 10 a.m. and 6 p.m. The fountains are currently operated 14 hours a day between 10 a.m. and 12 midnight. Testing of the cooling system will be deferred until fiscal year 1991. The reduction in funding will not adversely affect the progress of garage repairs.

Authorization

20 U.S.C. 76h et.seq. 761(e)

Objectives

To safeguard the tangible characteristics of the John F. Kennedy Center for the Performing Arts by offering maintenance and operation support and a variety of interpretive and informational services to the visiting public.

Base Program

The John F. Kennedy Center for the Performing Arts, located on the banks of the Potomac River in Washington, D.C., affords the American people an opportunity to experience all aspects of our culture from an arts perspective. The center is also a memorial to President John F. Kennedy in memory of his interest in the arts. The Board of Trustees has the responsibility for all performing arts activities. The National Park Service is responsible for those activities not associated with the performing arts including maintenance, security, visitor information, interpretation, janitorial services, and related support activities.

John F. Kennedy Center for the Performing Arts

The center, with over 1.5 million square feet of usable floor space, is the largest single facility operated by the National Park Service. It occupies 23.2 acres and contains six theaters (the Eisenhower Theater, the American Film Institute Theater, the Terrace Theater, a Theater Lab, a Concert Hall and an Opera House), administrative offices, restaurants, 23 elevators, six sets of escalators, over 100 public restrooms, 13 mechanical rooms housing large and complex electrical, air-conditioning, heating and plumbing systems, valuable lighting fixtures, and furnishings. As a living memorial to President John F. Kennedy, the building is utilized by office workers, production workers, tourists, and theater patrons. Visitation averages 10,000 daily. In 1989, 3.5 million total visits were recorded.

As a result of this heavy use, support systems are often at peak usage 16 to 24 hours a day, 7 days a week. Visitor services, especially police security, information and interpretation must be conducted year round. The demand for these services is particularly acute during the peak months of May to September.

The functions carried out by the National Park Service at the center are security, building maintenance, housekeeping, grounds maintenance, information, and administration with the Board of Trustees on the basis of an agreed upon formula of 76.2 percent (National Park Service) and 23.8 percent (Board of Trustees).

Included in the fiscal year 1991 base of $5,150,000 are such major annual recurring expenses as:

Item	Estimated FY 1991 Base
Personnel (including U.S. Park Police)	$2,814
Housekeeping	994
Elevator Contract	150
Trash Collection	23
Electricity	1,808
Pest Control	2
Air-Conditioning Maintenance Contract	30
Communications	22
Tour Assistance and Memorial Security	220
Supplies and Materials	94
Miscellaneous Contracts and Other Expenses	96
Total	6,253
Portion paid by Kennedy Center Board of Trustees (23.8 percent)	-1,103
Net National Park Service base	5,150

John F. Kennedy Center for the Performing Arts

Decrease from FY 1991 Base

(dollars in thousands)

	FY 1991 Base	FY 1991 Estimate	Decrease
$	9,150	8,150	-1,000
(FTE)	(91)	(91)	(--)

1. Kennedy Center Garage Repair..... -$1,000 -- FTE

Funds are requested to continue repairs to cracking concrete in the 640,000 square foot parking garage at the Kennedy Center. Funding will accomplish phase II of construction consisting of repairs to level C of the garage. Because of the construction schedule, less funds are required in 1991 than were appropriated in 1990 to continue the repairs. An estimated additional $3,000,000 will be necessary in fiscal year 1992 to complete the project.

Distribution of change by object class

The object class detail for the proposed $1,000,000 decrease is as follows:

Object Class	FTE	Amount
Personnel services	--	+$57,000
Personnel benefits	--	+19,000
Travel of persons	--	-20,000
Communications, utilities, and miscellaneous costs	--	+820,000
Printing and reproduction	--	+8,000
Other services	--	-421,000
Supplies and materials	--	-412,000
Equipment	--	-61,000
Land and structures	--	-990,000
Total	--	-1,000,000

Summary of Requirements by Object Class
(Dollar Amounts in Thousands)

Appropriation: John F. Kennedy Center
for the Performing Arts

		1991 Base		1991 Estimate		Inc. (+) or Dec. (-)	
		FTE	Amount	FTE	Amount	FTE	Amount
Object Class:							
11.	Personnel compensation:						
11.1	Permanent full-time equivalencies..	79	2,065	79	2,119	--	+54
11.3	Other than permanent full-time equivalencies.....	12	218	12	221	--	+3
11.5	Other personnel compensation.....	--	150	--	150	--	--
11.9	Total personnel compensation.....	91	2,433	91	2,490	--	+57
Other Objects:							
12.1	Personnel benefits.....		396		415		+19
21.0	Travel and transportation of persons.....		22		2		-20
23.3	Communications, utilities, and other rent.....		619		1,439		+820
24.0	Printing and reproduction.....		0		8		+8
25.0	Other services.....		1,635		1,214		-421
26.0	Supplies and materials.....		494		82		-412
31.0	Equipment.....		61		0		-61
32.0	Land and structures.....		3,490		2,500		-990
	Total requirements.....		9,150		8,150		-1,000

NPS-404

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS

Program and Financing (in thousands of dollars)

Identification Code 14-1038-0-1-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
10.00	Total obligations	5,145	9,118	8,150
Financing:				
25.00	Unobligated balance lapsing	36	0	0
39.00	Budget authority	5,181	9,118	8,150
40.00	Appropriation	5,181	9,193	8,150
40.00	Reduction pursuant to P.L. 100-119	0	(75)	0
43.00	Appropriation (adjusted)	5,181	9,118	8,150
Relation of obligations to outlays:				
71.00	Obligations incurred, net	5,145	9,118	8,150
72.40	Obligated balance, start of year	2,548	1,979	5,342
74.40	Obligated balance, end of year	(1,979)	(5,342)	(6,583)
77.00	Adjustments in expired accounts	(97)	0	0
90.00	Outlays	5,617	5,755	6,909

Object Classification (in thousands of dollars)

	Personnel compensation:			
11.1	Full-time permanent	1,935	2,044	2,119
11.3	Other than full-time permanent	72	218	221
11.5	Other personnel compensation	151	150	150
11.9	Total personnel compensation	2,158	2,412	2,490
12.1	Civilian personnel benefits	291	391	415
21.0	Travel and transportation of persons	2	35	2

Object Classification (in thousands of dollars) (Continued)

Identification Code 14-1038-0-1-303		1989 actual	1990 estimate	1991 estimate
23.3	Communications, utilities, and miscellaneous charges	1,213	619	1,439
24.1	Printing and reproduction	1	0	8
25.0	Other services	1,294	1,581	1,214
31.0	Equipment	10	75	0
32.0	Lands and structures	0	3,490	2,500
42.0	Insurance claims and indemnities	1	0	0
99.9	Total obligations	5,145	7,022	6,854

Personnel Summary

Total number of full-time permanent positions	77	79	79
Total compensable workyears:			
Full-time equivalent employment	81	91	91
Full-time equivalent of overtime and holiday hours	2	2	2
Average GS grade	7.70	7.70	7.70
Average GS salary	25,130	25,873	26,823
Average salary of ungraded positions	27,726	28,691	29,663

Appropriation Summary Statement

National Park Service

Appropriation: Illinois and Michigan Canal National Heritage Corridor Commission

This appropriation provides for professional staff assistance to the commission in carrying out management planning, development, and technical assistance programs as mandated by Public Law 98-398 for the restoration and preservation of the Illinois and Michigan Canal National Heritage Corridor.

No funds are requested for this appropriation in 1991.

Appropriation Language

[ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR COMMISSION]
[For operation of the Illinois and Michigan Canal National Heritage Corridor Commission, $250,000.] Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Illinois and Michigan Canal National Heritage Corridor Commission

1. Deletion: "For the operation of the Illinois and Michigan Canal National Heritage Corridor Commission, $250,000."

   Funds for the above item are not requested in fiscal year 1991. Therefore, this language is no longer necessary.

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Justification of Program and Performance

Activity: Illinois and Michigan Canal National Heritage Corridor Commission

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Illinois and Michigan Canal National Heritage Corridor Commission	($)	250	250	250	--	-250
	(FTE)	(1)	(1)	(1)	(--)	(-1)

Authorization

Public Law 98-398, not codified

Objectives

To fund the activities of the Illinois and Michigan Canal National Heritage Corridor Commission.

Base Program

The Illinois and Michigan Canal National Heritage Corridor Act of 1984 authorized the creation of a commission to begin management, planning and development of the canal which extends from Navy Pier in Chicago, Illinois, to La Salle, Illinois. The commission is also authorized to assist the State of Illinois and any local government or private organization in the restoration of historic structures along the corridor.

Decrease from FY 1990 Base

(dollar amounts in thousands)

	FY 1990 Base	FY 1990 Estimate	Decrease
$	250	0	-250
(FTE)	(1)	(--)	(-1)

Although direct Federal support is authorized by Public Law 98-398, the Service is proposing to eliminate funding for the Illinois and Michigan Canal National Heritage Corridor Commission as part of the Governmentwide goal of reducing Federal spending and the large budget deficit. Non-federal sources of funding should be used to support the activities of the commission.

Illinois and Michigan Canal National Heritage Corridor Commission

Distribution of change by object class

The object class detail of the proposed $250,000 decrease and 1 FTE is as follows:

Object Class	FTE	Amount
Personnel compensation	-1	-59,000
Personnel benefits		-7,000
Travel and transportation of persons		-15,000
Transportation of things		-1,000
Communications, utilities, and miscellaneous charges		-11,000
Printing and reproduction		-15,000
Other services		-130,000
Supplies and materials		-10,000
Equipment		-2,000
Total	-1	-$250,000

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
[ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR COMMISSION]

Program and Financing (in thousands of dollars)

Identification code 14-1043-0-1-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
10.00	Total obligations	250	250	0
Financing:				
40.00	Budget authority (appropriation)	250	250	0
Relation of obligations to outlays:				
71.00	Obligations incurred, net	250	250	0
72.40	Obligated balance, start of year	350	417	62
74.40	Obligated balance, end of year	(417)	(62)	0
77.00	Adjustments in expired accounts	(6)	0	0
90.00	Outlays	178	605	62

[ILLINOIS AND MICHIGAN CANAL NATIONAL HERITAGE CORRIDOR COMMISSION]

Object Classification (in thousands of dollars)

Identification code 14-1043-0-1-303		1989 actual	1990 estimate	1991 estimate
11.1	Personnel compensation: Full-time permanent	51	53	0
11.5	Other personnel compensation	1	1	0
11.9	Total personnel compensation	52	54	0
12.1	Civilian personnel benefits	8	8	0
21.0	Travel and transportation of persons	3	3	0
22.0	Transportation of things	2	2	0
23.3	Communications, utilities, and miscellaneous charges	14	14	0
24.0	Printing and reproduction	29	29	0
25.0	Other services	135	133	0
26.0	Supplies and materials	7	7	0
99.0	Total obligations	250	250	0

Personnel Summary

Identification code 14-1043-0-1-303	1989 actual	1990 estimate	1991 estimate
Total number of full-time permanent positions	1	1	0
Total compensable workyears: full-time equivalent employment	1	1	0
Average GS grade	13.00	13.00	0.00
Average GS salary	50,985	52,800	0

Appropriation Summary Statement

National Park Service

Appropriation: Urban Park and Recreation Fund

This appropriation was initiated in 1979 to provide matching grants to cities for the renovation of urban park and recreation facilities. Federal funding for this program has not been appropriated since 1984. Unobligated balances have been rescinded by congressional action in fiscal years 1988 and 1989 in the amount of $1.9 million. As projects are closed out, previously obligated funds continue to be recovered and deobligated.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
URBAN PARK AND RECREATION FUND

Program and Financing (in thousands of dollars)

Identification code 14-1031-0-1-303		1989 actual	1990 estimate	1991 estimate
Financing:				
17.00	Recovery of prior year obligations.....	(430)	0	0
21.40	Unobligated balance available, start of year.....	(513)	(176)	(176)
24.40	Unobligated balance available, end of year.....	176	176	176
40.00	Budget authority (appropriation rescinded) (unobligated balances) (P.L. 100-202)	(767)	0	0
Relation of obligations to outlays:				
71.00	Obligations incurred, net.....	0	0	0
72.40	Obligated balance, start of year.....	4,452	2,515	0
74.40	Obligated balance, end of year.....	(2,515)	0	0
78.00	Adjustments in unexpired accounts.....	(430)	0	0
90.00	Outlays.....	1,507	2,515	0

Appropriation Summary Statement

National Park Service

Appropriation: Planning, Development, and Operation of Recreation Facilities

Prior to fiscal year 1981, revenues from entrance and user fees in the National Park System and from other sources were deposited to a special account administered in conjunction with, but separate from, revenues in the Land and Water Conservation Fund for future appropriations to support fee collection operations, visitor transportation systems operations, and other internal park activities. Congress halted deposits to and appropriations from this account in fiscal year 1981 and directed that fee collection, visitor transportation, and other operations be supported by the "Operation of the National Park System" appropriation. All balances remaining in this account were appropriated to the "Operation of the National Park System" appropriation in fiscal year 1987.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
PLANNING, DEVELOPMENT, AND OPERATION OF RECREATION FACILITIES

Program and Financing (in thousands of dollars)

Identification code 14-5006-0-2-303	1989 actual	1990 estimate	1991 estimate
Program by activities:			
10.00 Total obligations (object class 31.0)..	75	2	0
Financing:			
21.40 Unobligated balance available, start of year.....	(77)	(2)	0
24.40 Unobligated balance available, end of year.....	2	0	0
39.00 Budget authority.....	0	0	0
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	75	2	0
72.40 Obligated balance, start of year.....	2	1	0
74.40 Obligated balance, end of year.....	(1)	0	0
90.00 Outlays.....	76	3	0

Appropriation Summary Statement

National Park Service

Appropriation: Visitor Facilities Fund

The Visitor Facilities Fund served as a repository for concessioner franchise fees. Appropriations from the fund were used to repair and rehabilitate National Park Service-owned facilities that served the visiting public.

Fiscal year 1989 was the last year of the Visitor Facilities Fund authorization.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
NATIONAL PARK SYSTEM VISITOR FACILITIES FUND

Amounts Available for Appropriation (in thousands of dollars)

Identification code 14-5078-0-2-303		1989 actual	1990 estimate	1991 estimate
01.00	Unappropriated balance, start of year: Treasury balance	17,105	28,486	0
02.00	Receipts	11,092	0	0
03.10	Transferred to general fund receipts	0	(28,486)	0
04.00	Total available for appropriation	28,197	0	0
06.10	Unobligated balance returned to unappropriated offsetting receipts	289	0	0
07.00	Unappropriated balance, end of year: Treasury balance	28,486	0	0

Program and Financing (in thousands of dollars)

Identification code 14-5078-0-2-303		1989 actual	1990 estimate	1991 estimate
	Financing:			
21.40	Unobligated balance available, start of year	(289)	0	0
25.00	Unobligated balance lapsing	289	0	0
39.00	Budget authority	0	0	0
	Relation of obligations to outlays:			
71.00	Obligations incurred, net	0	0	0
72.40	Obligated balance, start of year	343	178	0
74.40	Obligated balance, end of year	(178)	0	0
90.00	Outlays	164	178	0

NPS-417

Appropriation Summary Statement

National Park Service

Appropriation: Road Construction

Contract Authority. Contract authority for the roads, trails and parkway construction program of the Service is provided in sections 104(a)(7) and 104(8) of the Federal Aid Highway Act of 1973 (Public Law 93-87) approved August 13, 1973. This act provides advance contract authority for the roads, trails, and parkways programs of the Service.

Programming of requirements for park trails is now included in the "Construction" appropriation discussed under separate heading elsewhere in this budget request. Major road and parkway projects are funded from the Highway Trust Fund under the provisions of the Surface Transportation Act of 1982 (Public Law 97-424).

The 1978 appropriation completed the liquidation of all prior year obligations in this account in 1979. Public Law 96-126 rescinded funds for projects which were deobligated during the fiscal year.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
ROAD CONSTRUCTION

Program and Financing (in thousands of dollars)

Identification code 14-1037-0-1-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
10.00	Roads, trails and parkways (total obligations)	265	0	0
Financing:				
21.40	Unobligated balance available, start of year	(265)	0	0
39.00	Budget authority	0	0	0
Relation of obligations to outlays:				
71.00	Obligations incurred, net	265	0	0
72.40	Obligated balance, start of year	1	13	0
74.40	Obligated balance, end of year	(13)	0	0
90.00	Outlays	253	13	0

Object Classification (in thousands of dollars)

Identification code 14-1037-0-1-303		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent	89	0	0
11.3	Other than full-time permanent	81	0	0
11.5	Other personnel compensation	7	0	0
11.9	Total personnel compensation	177	0	0
12.1	Civilian personnel benefits	23	0	0
23.3	Communications, utilities, and miscellaneous charges	28	0	0
26.0	Supplies and materials	36	0	0
31.0	Equipment	1	0	0
99.9	Total obligations	265	0	0

ROAD CONSTRUCTION

Personnel Summary

Identification code 14-1037-0-1-303	1989 actual	1990 estimate	1991 estimate
Total number of full-time permanent positions.	3	0	0
Total compensable workyears:			
Full-time equivalent employment.....	6	0	0
Average salary of ungraded positions.....	$29,667	0	0

Appropriation Summary Statement

National Park Service

Appropriation: Operation and Maintenance of Quarters

Revenues from the rental of Government-owned quarters to employees of the National Park Service are deposited in a special Treasury account and used to operate and maintain these quarters.

Justification of Program and Performance

Activity: Operation and Maintenance of Quarters

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Obligation Ceiling	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Operation and Maintenance of Quarters	($)	8,795	8,511	8,795	8,795	0
	(FTE)	(123)	(123)	(123)	(123)	(--)

Impact of Public Law 99-177

	FY 1990 Enacted To Date	Public Law 99-177 Effect	FY 1990 Adjusted Ceiling
Operation and Maintenance of Quarters	8,795	-284	8,511

This reduction will be accomplished by deferring maintenance to employee housing units Servicewide or will have to be recovered from other funding sources such as "Operation of the National Park System," Rehabilitation/Repair, and Cyclic Maintenance programs. Rental income does not cover all the costs to operate and maintain employee housing in the National Park System.

Authorization

(5 U.S.C. 5911 note (Supp. IV, 1986))

Objectives

To operate and maintain Government-owned quarters in a safe and habitable condition for National Park Service employees and their families directly through rental income.

Base Program

Payroll deductions are made from salaries of employees occupying housing units. Public Law 98-473 requires the funds generated from rental income be deposited in a special fund for the maintenance and operation of employee housing throughout the National Park Service.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
OPERATION AND MAINTENANCE OF QUARTERS

Program and Financing (in thousands of dollars)

Identification code 14-5049-0-2-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
10.00	Total obligations	8,323	8,511	8,795
Financing:				
17.00	Recoveries of prior year obligations	(3)	0	0
21.40	Unobligated balance available, start of year	(1,899)	(2,374)	(2,658)
24.40	Unobligated balance available, end of year	2,374	2,658	2,658
60.00	Budget authority (appropriation) (permanent, indefinite)(special fund)	8,795	8,795	8,795
Relation of obligations to outlays:				
71.00	Obligations incurred, net	8,323	8,511	8,795
72.40	Obligated balance, start of year	322	562	562
74.40	Obligated balance, end of year	(562)	(562)	(562)
78.00	Adjustments in unexpired accounts	(3)	0	0
90.00	Outlays	8,081	8,511	8,795

Object Classification (in thousands of dollars)

Identification code 14-5049-0-2-303		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent	2,075	2,209	2,234
11.3	Other than full-time permanent	765	827	836
11.5	Other personnel compensation	69	75	75
11.8	Special personal services payments	1	0	0
11.9	Total personnel compensation	2,910	3,111	3,145

OPERATION AND MAINTENANCE OF QUARTERS

Object Classification (in thousands of dollars) (continued)

Identification code 14-5049-0-2-303		1989 actual	1990 estimate	1991 estimate
12.1	Civilian personnel benefits	479	461	479
21.0	Travel and transportation of persons	13	13	13
22.0	Transportation of things	62	62	62
23.3	Communications, utilities, and miscellaneous charges	1,238	1,238	1,238
24.0	Printing and reproductions	1	1	1
25.0	Other services	1,095	1,100	1,332
26.0	Supplies and materials	2,068	2,068	2,068
31.0	Equipment	357	357	357
32.0	Lands and structures	98	98	98
42.0	Insurance claims and indemnities	2	2	2
99.9	Total obligations	8,323	8,511	8,795

Personnel Summary

Identification code 14-5049-0-2-303	1989 actual	1990 estimate	1991 estimate
Total number of full-time permanent positions	85	88	88
Total compensable workyears:			
Full-time equivalent employment	123	123	123
Full-time equivalent of overtime and holiday hours	1	1	1
Average GS grade	9.20	9.40	9.40
Average GS salary	$24,412	$25,102	$25,386

Justification of Program and Performance

Activity: Miscellaneous Permanent Appropriations

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Obligation Ceiling	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
Educational Expenses, Yellowstone National Park Employees' Children	($)	590	566	590	590	--
	(FTE)	(3)	(3)	(3)	(3)	(--)
Payment for Tax Losses on Land acquired for Grand Teton National Park	($)	39	37	39	39	--
	(FTE)	(--)	(--)	(--)	(--)	(--)
Operation, Management, Maintenance and Demolition of Federally Acquired Properties, Independence National Historical Park	($)	3	3	3	3	--
	(FTE)	(--)	(--)	(--)	(--)	(--)
Delaware Water Gap National Recreation Area--Operating Expenses for Route 209	($)	348	334	348	348	--
	(FTE)	(12)	(12)	(12)	(12)	(--)
Total Requirements	($)	980	940 1/	980	980	--
	(FTE)	(15)	(15)	(15)	(15)	(--)

1/ P.L. 99-177 establishes an obligation limitation of $940,000 for 1990.

Impact of Public Law 99-177

	FY 1990 Enacted To Date	P.L. 99-177 Effect	FY 1990 Adjusted Ceiling
Miscellaneous Permanent Appropriations	980	-40	940

Miscellaneous Permanent Appropriations

P.L. 99-177 mandates a deferral of obligation authority for these items. While receipts for FY 1990 will be available in reduced amounts, carryover receipts from FY 1990 will be available for later use and will negate any serious disruption of these programs.

Educational Expenses, Yellowstone National Park Employees' Children

Authorization

16 U.S.C. 40a Act of June 4, 1948

Objectives

Pay the additional costs of educating children of employees stationed at Yellowstone National Park, Wyoming-Montana-Idaho.

Base Program

The Service is authorized to use visitor fees collected at Yellowstone National Park to defray the additional costs of educating children at this remote location. The funds are used to augment teachers' salaries, to buy school equipment and supplies, to offset students' transportation costs, and to maintain park school facilities.

Payment of Tax Losses on Land Acquired for Grand Teton National Park

Authorization

16 U.S.C. 406 d-3

Objectives

To compensate the State of Wyoming for taxes lost as a result of acquisition of land at Grand Teton National Park.

Base Program

Fee revenues collected at Grand Teton and Yellowstone National Parks are used in part to compensate Wyoming for tax revenues lost because of an expansion of Grand Teton National Park. Amounts vary because of changes in the tax rate, withdrawal of additional lands from the tax rolls, and the gradual reduction of the amount due.

Miscellaneous Permanent Appropriations

Operation, Management, Maintenance and Demolition of Federally Acquired Properties; Independence National Historical Park

Authorization

16 U.S.C. 407 s

Objectives

To utilize receipts from rental and parking operations for the operation, management or maintenance of Federally acquired properties.

Base Program

Revenues received from the rental of office space and parking lot fees are used at Independence National Historical Park to manage, operate, maintain, and in some instances, to demolish and replace real property acquired through purchase or donation for the park.

Operating Expenses for Route 209, Delaware Water Gap National Recreation Area

Authorization

Chapter VII, P.L. 98-63 (97 Stat. 329) as amended by Sec. 117, P.L. 98-151 (97 Stat. 977) and Chapter VII, P.L. 99-88 (99 Stat. 343)

Objectives

To manage and maintain that section of U.S. Route 209 that falls within the boundaries of Delaware Water Gap National Recreation Area.

Base Program

Language included in the fiscal year 1983 supplemental appropriations act closed U.S. Route 209, within the boundaries of Delaware Water Gap National Recreation Area, to all commercial vehicular traffic, except for those vehicles belonging to businesses based within the recreation area or which have business facilities in Monroe and Pike Counties, Pennsylvania. The act further authorized the Secretary of the Interior to establish fees for the use of the roadway by such commercial vehicles. Revenues received are set aside in a special account for the management, operation, and maintenance of Route 209 within the boundaries of the recreation area.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
MISCELLANEOUS PERMANENT APPROPRIATIONS

Program and Financing (in thousands of dollars)

Identification code 14-9924-0-2-303	1989 actual	1990 estimate	1991 estimate
Program by activities*:			
00.01 Educational expenses, children of employees, Yellowstone National Park.	523	566	590
00.02 Payment for tax losses on land acquired for Grand Teton National Park.....	37	37	39
00.03 Operation, management, maintenance, and demolition of federally acquired properties, Independence National Historical Park.....	3	3	3
00.04 Delaware Water Gap, Route 209 operations.....	275	334	348
10.00 Total obligations.....	837	940	980
Financing:			
21.40 Unobligated balance available, start of year.....	(819)	(884)	(924)
24.40 Unobligated balance available, end of year.....	884	924	924
60.00 Budget authority (appropriation) (permanent)(indefinite, special fund)	902	980	980
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	837	940	980
72.40 Obligated balance, start of year.....	168	93	93
74.40 Obligated balance, end of year.....	(93)	(93)	(93)
90.00 Outlays.....	912	940	980

* Program by activities (accounts) includes revisions for FY 1990 made too late to be included in the printing of the President's Budget, to show proportional sequestration of obligation ceiling.

MISCELLANEOUS PERMANENT APPROPRIATIONS

Program and Financing (in thousands of dollars) (continued)

Identification code 14-9924-0-2-303	1989 actual	1990 estimate	1991 estimate
Distribution of budget authority by account:			
Educational expenses, children of employees, Yellowstone National Park.....	515	590	590
Payment for tax losses on land acquired for Grand Teton National Park.....	39	39	39
Operation, management, maintenance, and demolition of federally acquired properties, Independence National Historical Park.....	0	3	3
Delaware Water Gap, Route 209 operations....	348	348	348
Distribution of outlays by account*:			
Educational expenses, children of employees, Yellowstone National Park.....	520	566	590
Payment for tax losses on land acquired for Grand Teton National Park.....	37	37	39
Operation, management, maintenance, and demolition of federally acquired properties, Independence National Historical Park.....	60	3	3
Delaware Water Gap, Route 209 operations....	295	334	348

* Outlays by account (activity) includes revisions for FY 1990 made too late to be included in the printing of the President's Budget, to show proportional reduction of outlays due to sequestration.

MISCELLANEOUS PERMANENT APPROPRIATIONS

Object Classification (in thousands of dollars)

Identification code 14-9924-0-2-303		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent	64	68	69
11.3	Other than full-time permanent	83	84	85
11.5	Other personnel compensation	22	24	24
11.9	Total personnel compensation	169	176	178
12.1	Civilian personnel benefits	25	19	19
22.0	Transportation of things	1	1	1
23.3	Communications, utilities, and miscellaneous charges	6	6	6
25.0	Other services	430	531	569
26.0	Supplies and materials	152	152	152
31.0	Equipment	8	8	8
32.0	Land and structures	8	8	8
41.0	Grants, subsidies, and contributions	37	39	39
99.9	Total obligations	837	940	980

Personnel Summary

Identification code 14-9924-0-2-303	1989 actual	1990 estimate	1991 estimate
Total number of full-time permanent positions	11	11	11
Total compensable workyears:			
Full-time equivalent employment	15	15	15
Full-time equivalent of overtime and holiday hours	1	1	1
Average GS grade	4.20	4.20	4.30
Average GS salary	$14,536	$15,059	$15,059
Average salary of ungraded positions	$12,050	$12,375	$12,483

Justification of Program and Performance

Activity: Miscellaneous Trust Funds

(Dollar amounts in thousands)

Program Elements		FY 1990 Enacted To Date	FY 1990 Adjusted Approp.	FY 1991 Base	FY 1991 Estimate	Inc. (+) Dec. (-) from Base
National Park Service Donations	($)	4,952	4,952	4,000	4,000	—
	(FTE)	(37)	(37)	(37)	(37)	(--)
Preservation, Birthplace of Abraham Lincoln	($)	8	8	8	8	—
Total Requirements	($)	4,960	4,960 1/	4,008	4,008	—
	(FTE)	(37)	(37)	(37)	(37)	(--)

1/ P.L. 99-177 does not affect this account.

National Park Service Donations

Authorization

16 U.S.C. 6

16 U.S.C. 211, 212

Objectives

To use donated funds consistent with legislative authority and the wishes of the grantors, and to preserve the birthplace of Abraham Lincoln from an endowment established for that purpose.

Base Program

The Secretary of the Interior is authorized to accept and use donated funds for the purposes of the National Park System. Use of these funds is strictly controlled. The decrease shown from 1990 reflects a revised estimate of anticipated donations to the National Park Service, based on the completion of the multiyear campaign to restore the Statue of Liberty and Ellis Island.

The Lincoln Farm Association established an endowment, the proceeds of which are used to help preserve the Abraham Lincoln Birthplace National Historic Site.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
MISCELLANEOUS TRUST FUNDS

Program and Financing (in thousands of dollars)

Identification code 14-9972-0-7-303		1989 actual	1990 estimate	1991 estimate
Program by activities:				
	Operating expenses:			
00.01	National Park Service, donations.....	11,901	4,875	4,000
00.02	Preservation, Birthplace of Abraham Lincoln, National Park Service.....	0	8	8
00.91	Total operating expenses.....	11,901	4,883	4,008
01.01	Capital investment: National Park Service, donations.....	280	0	0
10.00	Total obligations.....	12,181	4,883	4,008
Financing:				
17.00	Recovery of prior year obligations.....	(11)	0	0
	Unobligated balance available, start of year:			
21.40	Treasury balance.....	(2,599)	(3,730)	(3,807)
21.41	U.S. securities (par).....	(65)	(65)	(65)
	Unobligated balance available, end of year:			
24.40	Treasury balance.....	3,730	3,807	3,807
24.41	U.S. securities (par).....	65	65	65
60.00	Budget authority (appropriation) (permanent, indefinite).....	13,300	4,960	4,008
Relation of obligations to outlays:				
71.00	Obligations incurred, net.....	12,181	4,883	4,008
72.40	Obligated balance, start of year.....	2,330	8,071	1,433
74.40	Obligated balance, end of year.....	(8,071)	(1,433)	(1,433)
78.00	Adjustments in unexpired accounts.....	(11)	0	0
90.00	Outlays.....	6,429	11,521	4,008

MISCELLANEOUS TRUST FUNDS

Program and Financing (in thousands of dollars) (continued)

Identification code 14-9972-0-7-303	1989 actual	1990 estimate	1991 estimate
Distribution of budget authority by account:			
National Park Service, donations.....	13,296	4,952	4,000
Preservation, Birthplace of Abraham Lincoln, National Park Service.....	4	8	8
Distribution of outlays by account:			
National Park Service, donations.....	6,433	11,513	4,000
Preservation, Birthplace of Abraham Lincoln, National Park Service.....	(4)	8	8

Object Classification (in thousands of dollars)

Identification code 14-9972-0-7-303		1989 actual	1990 estimate	1991 estimate
	Personnel compensation:			
11.1	Full-time permanent.....	624	645	653
11.3	Other than full-time permanent.....	561	579	587
11.5	Other personnel compensation.....	171	170	170
11.8	Special personal services payments...	2	0	0
11.9	Total personnel compensation.....	1,358	1,394	1,410
12.1	Civilian personnel benefits.....	195	157	163

MISCELLANEOUS TRUST FUNDS

Object Classification (in thousands of dollars) (continued)

Identification code 14-9972-0-7-303		1989 actual	1990 estimate	1991 estimate
21.0	Travel and transportation of persons...	221	221	221
22.0	Transportation of things.....	63	63	63
23.3	Communications, utilities, and miscellaneous charges.....	45	45	45
24.0	Printing and reproduction.....	99	99	99
25.0	Other services.....	9,237	2,221	1,324
26.0	Supplies and materials.....	683	683	683
31.0	Equipment.....	269	0	0
32.0	Land and structures.....	11	0	0
99.9	Total obligations.....	12,181	4,883	4,008

Personnel Summary

Identification code 14-9972-0-7-303	1989 actual	1990 estimate	1991 estimate
Total number of full-time permanent positions.	20	20	20
Total compensable workyears:			
Full-time equivalent employment.....	37	37	37
Full-time equivalent of overtime and holiday hours.....	4	4	4
Average GS grade.....	12.20	12.20	12.20
Average GS salary.....	$31,200	$32,250	$32,650
Average salary of ungraded positions.....	$27,726	$28,691	$29,663

Appropriation Language

Administrative Provisions

Appropriations for the National Park Service shall be available for the purchase of not to exceed [386] 1 new rotary-wing aircraft for replacement only and 468 passenger motor vehicles, of which [332] 324 shall be for replacement only, including not to exceed [285] 355 for police-type use, [17] 12 buses and [5] 7 ambulances; to provide, notwithstanding any other provision of law, at a cost not exceeding $100,000, transportation for children in nearby communities to and from any unit of the National Park System used in connection with organized recreation and interpretive programs of the National Park Service; options for the purchase of land at not to exceed $1 for each option; and for the procurement and delivery of medical services within the jurisdiction of units of the National Park System: Provided, That no year funds available to the National Park Service may be used, with the approval of the Secretary, to maintain law and order in emergency and other unforeseen law enforcement situations and conduct emergency search and rescue operations in the National Park System: Provided further, That none of the funds appropriated to the National Park Service may be used to process any grant or contract documents which do not include the text of 18 U.S.C. 1913: Provided further, That none of the funds appropriated to the National Park Service may be used to add industrial facilities to the list of National Historic Landmarks without the consent of the owner: Provided further, That the National Park Service may use helicopters and motorized equipment at Death Valley National Monument for removal of feral burros and horses: Provided further, That notwithstanding any other provision of law, the National Park Service may recover unbudgeted costs of providing necessary services associated with special use permits, such reimbursements to be credited to the appropriation current at that time. Provided further, That none of the funds appropriated to the National Park Service may be used to implement an agreement for the redevelopment of the southern end of Ellis Island until such agreement has been submitted to the Congress and shall not be implemented prior to the expiration of 30 calendar days (not including any day in which either House of Congress is not in session because of adjournment of more than three calendar days to a day certain) from the receipt by the Speaker of the House of Representatives and the President of the Senate of a full and comprehensive report on the development of the southern end of Ellis Island, including the facts and circumstances relied upon in support of the proposed project. (Department of the Interior and Related Agencies Appropriations Act, 1990.)

Justification of Proposed Language Changes

Administrative Provisions

Addition: "1 new rotary-wing aircraft for replacement only..."

This request would allow the U.S. Park Police to purchase a replacement helicopter to serve in rescue operations, escort duties, and drug and other law enforcement operations in the Washington Metropolitan Area.

Appropriation Language Citations

National Park Service

Appropriation: Administrative Provisions

1. Appropriations for the National Park Service shall be available for the purchase of not to exceed _____ passenger motor vehicles, of which _____ shall be for replacement only, including not to exceed ___ ___ for police-type use and _____ buses:

31 U.S.C. 638(a)

31 U.S.C. 638(a) provides that "Unless specifically authorized by the appropriation concerned or other law, no appropriation shall be expended to purchase or hire passenger motor vehicles for any branch of the Government. . . ."

2. To provide, notwithstanding any other provision of law, at a cost not exceeding $____, transportation for children in nearby communities to and from any unit of the National Park System used in connection with organized recreation and interpretive programs of the National Park Service;

No specific authority

This provision was adopted as a result of discussions at the fiscal year 1970 House hearings. National Park Service Director Hartzog pointed out that Wolf Trap and other suburban parks like Prince William Forest Park were ideal areas for children of the city of Washington to enjoy, but that there were no means to transport the children to these nearby parks. This situation is still prevalent; therefore, the provision has been retained.

3. options for the purchase of land at not to exceed $1 for each option;

No specific authority

This provision was inserted by the Congress in the administrative provisions of the fiscal year 1981 appropriations act. Congress felt that the National Park Service practice of obligating earnest money for limited purchase options on lands for which acquisition funding had not been appropriated was prejudging congressional appropriation decisions and had the effect of influencing these decisions.

4. and for the procurement and delivery of medical services within the jurisdiction of units of the National Park System:

No specific authority

This provision was inserted by the Congress in the administrative provisions of the fiscal year 1984 appropriations act to enable park units to obtain medical services as required.

5. Provided, That any funds available to the National Park Service may be used, with the approval of the Secretary, to maintain law and order in emergency and other unforeseen law enforcement situations

No specific authority

This provision resulted from the year 1971 being the worst year in the history of the National Park Service with regard to disorders and other law enforcement encounters. This provision is essential to ensure the continuance of law and order in park areas, considering the unpredictability of the extent of funding needs from year-to-year.

6. and conduct emergency search and rescue operations in the National Park System:

No specific authority

This provision was requested in the fiscal year 1982 budget because of the increased costs associated with search and rescue operations. The potential for increased costs further increases with the addition of new parks in Alaska.

7. Provided further, That none of the funds appropriated to the National Park Service may be used to process any grant or contract documents which do not include the text of 18 U.S.C. 1913:

18 U.S.C. 1913

18 U.S.C. 1913 provides that "No part of the money appropriated by any enactment of Congress shall . . . be used directly or indirectly to pay for any personal service, advertisement, telegram, telephone, letter, printed or written matter, or other device, intended or designed to influence in any manner a Member of Congress, to favor or oppose, by vote or otherwise, any legislation or appropriation by Congress, whether before or after the introduction of any bill or resolution proposing such legislation or appropriation . . . ."

8. Provided further, That none of the funds appropriated to the National Park Service may be used to add industrial facilities to the list of National Historic Landmarks without the consent of the owner:

No specific authority

This provision was added by the Congress in the fiscal year 1979 appropriations act to prohibit the National Park Service from adding industrial facilities to National Historic Landmark status without the owner's consent.

9. Provided further, That the National Park Service may use helicopters and motorized equipment at Death Valley National Monument for removal of feral burros and horses:

No specific authority

This provision would allow the National Park Service to conduct removal activities that are otherwise prohibited by 16 U.S.C. 1331-1340 and 18 U.S.C. 47.

10. Provided further, That notwithstanding any other provision of law, the National Park Service may recover unbudgeted costs of providing necessary services associated with special use permits, such reimbursements to be credited to the appropriation current at that time.

No specific authority

This provision was inserted by the Congress into the administrative provision of the fiscal year 1987 appropriations act. Congress did not want the Service to have to go into programmed funds to seek unrecoverable expenses.

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

Allocations Received from Other Accounts

Note--Obligations incurred under allocations from other accounts are included in the schedules of the parent appropriations as follows:

Department of Agriculture, Forest Service:
"State and Private Forestry"

Department of Transportation,
Federal Highway Administration:
"Federal Aid-Highways (Highway Trust Fund)"

Appalachian Regional Commission:
"Appalachian Regional Commission"

Department of State:
"United States - India Fund for Cultural, Educational and Scientific Cooperation"

Department of the Interior,
Office of the Secretary:
"Salaries and Expenses, Special Foreign Currency Program"
Bureau of Reclamation:
"Construction"

DEPARTMENT OF THE INTERIOR
BUREAU OF NATIONAL PARK SERVICE
DETAIL OF PERMANENT EMPLOYMENT

	1989 actual	1990 estimate	1991 estimate
ES-6	4	3	3
ES-5	5	16	17
ES-4	11	1	1
ES-3	1	1	0
ES-2	1	0	0
ES-1	0	0	0
Subtotal	22	21	21
GS/GM-15	109	110	110
GS/GM-14	217	220	220
GS-13	608	615	620
GS-12	1,110	1,115	1,120
GS-11	1,149	1,169	1,180
GS-10	16	16	16
GS-9	1,230	1,250	1,300
GS-8	60	60	60
GS-7	1,259	1,300	1,310
GS-6	521	560	565
GS-5	1,667	1,800	1,900
GS-4	777	800	825
GS-3	186	186	190
GS-2	21	21	21
GS-1	7	7	7
Subtotal	8,937	9,229	9,444
Ungraded	3,778	3,900	3,900
Total permanent employment at end of fiscal year	12,737	13,150	13,365

Reference:
House Report 100-713, Page M-22
Conference Report 100-862, Page C-15
Fiscal Year 1989

DEPARTMENT OF INTERIOR
National Park Service
CONFERENCE LISTING

FY 1991

SPONSORING OFFICE	COSPONSOR (IF ANY)	TITLE	DESCRIPTION	ATTENDANCE (#'S AND TYPE)	ESTIMATED TIME FRAME	EST. NPS TRAVEL & SUPPORT COSTS
ROCKY MOUNTAIN REGION						
ROCKY MOUNTAIN REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE		100 PARK SUPT'S & REGIONAL OFFICE STAFF	OCT. 1990 (3 DAYS)	$30,000
NORTH ATLANTIC REGION						
NORTH ATLANTIC REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE		35 PARK AND REGIONAL MANAGERS	FEBRUARY 1991 (3 DAYS)	$5,200
NATIONAL CAPITAL REGION						
U.S. PARK POLICE		EXECUTIVE CONFERENCE	CONFERENCE FOR COMMAND OFFICIALS	15 COMMAND OFFICIALS	FEBRUARY 1991 (4 DAYS)	$6,500
NATIONAL CAPITAL REGIONAL OFFICE PROFESSIONAL SERVICES		REGIONAL SCIENCE CONFERENCE	PRESENT INFORMATION ON SCIENCE AND TECHNICAL RESOURCE MANAGEMENT STUDIES OCCURRING WITHIN NCR	100 RESOURCE MGRS, SUPT'S, & ASSOC REGIONAL DIRECTORS	SUMMER 1991	$10,500
NATIONAL CAPITAL REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE		35 PARTICIPANTS TO INCLUDE SUPT'S, ASSOC. REGIONAL DIRECTORS, AND KEY DIVISION CHIEFS	Early Spring, 1991	$15,500
MID-ATLANTIC REGION						
MID-ATLANTIC REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE		35 SUPT'S, 10 REGIONAL OFFICE STAFF AND 5 OTHER STAFF	4 DAYS	$35,000
MIDWEST REGION						
MIDWEST REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE	(COMBINING WITH SW REGION IN HOT SPRINGS, ARKANSAS)	35 SUPT/ASST.SUPT. 9 HQMD MANAGERS	OCTOBER 1990 3 DAYS	$25,000
SOUTHEAST REGION						
SOUTHEAST REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE		55 SUPERINTENDENTS AND ASST. SUPERINTENDENTS, 10 REGIONAL OFFICE STAFF	3 DAYS	$33,000
SOUTHWEST REGION						
SOUTHWEST REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE		35 SUPT'S, 10 REGIONAL OFFICE STAFF	3 DAYS in Oct. 1990 in Hot Springs, Ark.	$20,000

NPS-441

1499

Reference:
House Report 100-713, Page M-22
Conference Report 100-802, Page C-35
Fiscal Year 1989

DEPARTMENT OF INTERIOR
National Park Service
CONFERENCE LISTING

FY 1991

SPONSORING OFFICE	COSPONSOR (IF ANY)	TITLE	DESCRIPTION	ATTENDANCE (#'S AND TYPE)	ESTIMATED TIME FRAME	EST. NPS TRAVEL & SUPPORT COSTS
WESTERN REGION						
WESTERN REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE		34 SUPT'S, 4 ASST. SUPT'S, 4 SITE MANAGERS, 16 REGIONAL OFFICE STAFF, 4 SPEAKERS & 5 OTHER NPS STAFF	1 WEEK	$48,500
PACIFIC NORTHWEST REGION						
PACIFIC NORTHWEST REGIONAL OFFICE		SUPERINTENDENTS' CONFERENCE		20 SUPT'S AND REGIONAL OFFICE STAFF	3 DAYS	$10,000
ALASKA REGION						
ALASKA REGIONAL OFFICE	(No conferences anticipated at this time)					
ASSOCIATE DIRECTOR, OPERATIONS						
CONCESSIONS DIVISION		REGIONAL CHIEFS OF CONCESSIONS CONFERENCE	ANNUAL MEETING TO ASSURE CONSISTENCY IN THE APPLICATION OF CONCESSION POLICIES & TO FURTHER THE DEVELOPMENT OF NEW AND/OR BETTER POLICIES. SERVES TO ADVANCE THE PROFESSIONAL DEVELOPMENT OF CONCESSION CHIEFS IN PROGRAM AREAS. CONFEREES EXCHANGE VIEWS WITH BOARD MEMBERS OF THE CONFERENCE OF NATIONAL PARK CONCESSIONERS FOR CLOSER COOPERATION WITH ALL CONCESSIONERS	10 REGIONAL CONCESSIONS CHIEFS; CHIEF, CONCESSIONS MASO & 3 MASO CONCESSIONS PERSONNEL	JANUARY 1991 (5 DAYS)	$10,600
OFFICE OF YOUTH ACTIVITIES		JOINT FWS/FNP YOUTH CONSERVATION CORPS REGIONAL COORDINATOR'S REVIEW/PLANNING WORKSHOP	REVIEW YCC ACCOMPLISHMENTS, COMPLETE PLANS FOR FY 1991 PROGRAM AND PREPARE THE JOINT FWS/FNP ANNUAL REPORT TO THE PRESIDENT AND CONGRESS	10 REGIONAL COORDINATORS, 3 MASO PERSONNEL AND 3 SPECIALISTS	1 WEEK	$10,200

NPS-442

1500

DEPARTMENT OF THE INTERIOR

Estimated FY 1991 Budget for Consulting Services

Bureau: National Park Service

Appropriation Account Title Type of Consulting Arrangement	FY 1991 ($000)	Description of Services
Operation of the National Park System 14-1036-0-1-303		
Personnel Appointments	20	Statistical analyses in the Alaska region
Procurement Contracts*	0	
Advisory Committee Members	0	
Account Total	20	

*The National Park Service has been advised by the Department's Office of the Inspector General that the Service's previous interpretation of consulting service contracts was too broad and that none of its contracts reviewed to date fit this category.

NATIONAL PARK SERVICE

STATEMENT ON LAND EXCHANGES IN FY 1990

The following information is provided pursuant to House Report 99-714, which advises each acquisition agency to provide a detailed statement of proposed expenditures related to exchanges and a listing of exchanges it will be working on. There follows a tentative list by State of the number of land exchanges that the National Park Service expects to be working on and the related costs in fiscal year 1990. The actual exchanges worked on in the fiscal year may vary from the list because there can be no certainty about the time of completion of exchanges now in progress, their success rate, or additional exchange opportunities that may arise. Costs shown include: direct personnel and related costs needed to accomplish exchanges, paid from Acquisition Management funds; and costs of appraisals, surveys, and similar items, paid from funds appropriated for acquisition at specified park units.

State	Planned Exchanges	Estimated Costs
Alaska	12	$635,000
Arizona	5	22,000
California	217	125,000
District of Columbia	1	4,000
Hawaii	3	20,000
Idaho	1	5,000
Maine	10	15,000
Maryland	8	33,000
Massachusetts	6	23,000
New Jersey	2	5,000
New Mexico	6	1,014,718
New York	3	12,550
North Carolina	6	15,000
Ohio	1	2,500
Pennsylvania	5	13,395
Virginia	13	47,300
Washington	2	25,000
Wyoming	3	62,000
Total in FY 1990	299	$2,079,463

NATIONAL PARK SERVICE

STATEMENT ON LAND EXCHANGES IN FY 1991

The following information is provided pursuant to House Report 99-714, which advises each acquisition agency to provide a detailed statement of proposed expenditures related to exchanges and a listing of exchanges it will be working on. There follows a tentative list by State of the number of land exchanges that the National Park Service expects to be working on and the related costs in fiscal year 1991. The actual exchanges worked on in the fiscal year may vary from the list because there can be no certainty about the time of completion of exchanges now in progress, their success rate, or additional exchange opportunities that may arise. Costs shown include: direct personnel and related costs needed to accomplish exchanges, paid from Acquisition Management funds; and costs of appraisals, surveys, and similar items, paid from funds appropriated for acquisition at specified park units.

State	Planned Exchanges	Estimated Costs
Alaska	16	$102,000
Arizona	5	22,000
California	216	125,000
District of Columbia	3	12,000
Georgia	2	6,000
Hawaii	3	20,000
Idaho	1	5,000
Maine	6	18,000
Maryland	1	15,000
Massachusetts	2	16,000
New Jersey	1	7,500
New Mexico	56	2,472,073
New York	2	5,000
North Carolina	3	9,000
Pennsylvania	6	30,000
Virginia	9	40,000
Total in FY 1991	332	$2,904,573